

COMMITTEE REPORT

APPLICATION DETAILS

APPLICATION NO:	DM/16/03392/FPA
FULL APPLICATION DESCRIPTION:	Construction of pharmaceutical manufacturing facility and associated works
NAME OF APPLICANT:	Mr Colin Driver
ADDRESS:	Glaxo Smith Kline Harmire Road Barnard Castle DL12 8DT
ELECTORAL DIVISION:	Barnard Castle East
CASE OFFICER:	Tim Burnham Senior Planning Officer 03000 263963 tim.burnham@durham.gov.uk

DESCRIPTION OF THE SITE AND PROPOSALS

1. The application site lies within the grounds of the Glaxo Smith Kline (GSK) facility on Harmire Road in Barnard Castle, immediately to the south of Block C and behind Block E. The land is currently mostly grassed apart from the cold stores and cabins, which would be removed to facilitate the proposed new building, but it has previously hosted large manufacturing buildings. Land levels are lower than the adjacent land to the south and the southern site boundary benefits from extensive tree cover. Bordering the site to the south is the Teesdale Sports Centre and GSK club. To the east are the Teesdale School playing fields and to the west across Harmire Road are residential properties.
 2. The whole of the GSK site falls within the Area of High Landscape Value designation in the Teesdale Local Plan, but it is also an industrial allocation in the Local Plan and lies within the Barnard Castle development limits.
 3. The application proposes the erection of a new 8000mSq state-of-the-art aseptic manufacturing, storage and dispatch facility to meet business requirements. Associated works include landscaping and new circulation routes around the building. Loading and servicing would take place at the eastern side of the building from a new internal access road connecting to the existing internal network. The building would be constructed of modern materials in muted grey colours with a maximum height of approximately 13.5mtrs. Overall, the scheme represents significant investment estimated at approximately £94 million.
 4. The application is reported to the Planning Committee as it represents major development.
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PLANNING HISTORY

5. There have been numerous applications for developments at the site over the years, all in relation to GSK operations. Some of the more recent developments include:

DM/16/03133/AD: Installation of 2 no. illuminated fascia logo signs including feature lighting: Approved.

DM/16/02816/FPA: Extension to side (removal of existing conservatory): Approved.

DM/16/02702/FPA: Provision of temporary car park and on site earth mound (description amended 01/09/2016): Approved.

DM/16/01495/FPA: Demolition of single storey workshop and erection of extension to the north of 'C' Block :Approved.

DM/15/03731/FPA: Erection of extension to the east of J block: Approved.

DM/15/01613/FPA: Formation of car park on existing hardstanding: Approved.

DM/15/00385/FPA: Erection of new 20.0m chimney stack: Approved.

PLANNING POLICY

NATIONAL POLICY

6. The Government has consolidated all planning policy statements, guidance notes and many circulars into a single policy statement, the National Planning Policy Framework (NPPF). However, the NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused, unless other material considerations indicate otherwise.
7. *NPPF Part 1 - Building a strong, competitive economy.* The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
8. *NPPF Part 4 - Promoting sustainable transport.* Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
9. *NPPF Part 7 – Requiring Good Design.* The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Planning policies and decisions should aim to ensure that developments will function well and add to the overall quality of the area, establish a strong sense of place, optimise the potential of the site to accommodate development, respond to local character and history, create safe and accessible environments and are visually attractive. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

10. *NPPF Part 10 – Meeting the Challenge of Climate Change, Flooding and Coastal Change.* Planning plays a key role in helping shape places to secure Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change. Inappropriate development in areas at risk of flooding should be avoided.
11. *NPPF Part 11 – Conserving and Enhancing the Natural Environment.* The Planning System should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests, recognising the wider benefits of ecosystems, minimising the impacts on biodiversity, preventing both new and existing development from contributing to or being put at unacceptable risk from pollution and land stability and remediating contaminated or other degraded land where appropriate.

The above represents a summary of those policies considered most relevant in the Development Plan

LOCAL PLAN POLICY:

12. The following policies of the Teesdale Local Plan are relevant to the application; however, in accordance with paragraph 215 of the National Planning Policy Framework, the weight to be attached to relevant saved local plan policies will depend upon the degree of consistency with the NPPF. The greater the consistency, the greater the weight.
13. *Policy GD1: General Development Criteria:* All new development and redevelopment within the district should contribute to the quality and built environment of the surrounding area and includes a number of criteria in respect of impact on the character and appearance of the surrounding area; avoiding conflict with adjoining uses; and highways impacts.
14. *Policy ENV3: Development Within or Adjacent to an Area of High Landscape Value* The proposals map defines an area of high landscape value where the distinctive qualities of the countryside are worthy of special recognition. Development will be permitted where it does not detract from the area's special character, and pays particular attention to the landscape qualities of the area in siting and design of buildings and the context of any landscaping proposals such development proposals should accord with policy GD1.
15. *Policy ECON1: Availability of Industrial Land:* Land is allocated for business, general industrial or storage and distribution uses (Classes b1, b2 and b8 respectively of the Town and Country Planning (Use Classes) Order 1987) at Harmire Enterprise Park, Barnard Castle.
16. *Policy ECON2: Extensions to Industrial Estates:* Extensions to existing business premises and Industrial estates will be permitted where all the following criteria are satisfied A) it does not have an adverse effect on the amenity of local residents B) it does not have an adverse effect on the environmental quality of the area C) submitted details are acceptable in terms of access, layout and design; and the development is in accordance with all other Local Plan policies.

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.durham.gov.uk/article/3271/Teesdale-Local-Plan>

RELEVANT EMERGING POLICY:

The County Durham Plan -

17. Paragraph 216 of the NPPF says that decision-takers may give weight to relevant policies in emerging plans according to: the stage of the emerging plan; the extent to which there are unresolved objections to relevant policies; and, the degree of consistency of the policies in the emerging plan to the policies in the NPPF. The County Durham Plan was submitted for Examination in Public and a stage 1 Examination concluded. An Interim Report was issued by an Inspector dated 15 February 2015, however that report was quashed by the High Court following a successful Judicial Review challenge by the Council. As part of the High Court Order, the Council has withdrawn the CDP from examination. In the light of this, policies of the CDP can no longer carry any weight.

CONSULTATION AND PUBLICITY RESPONSES

STATUTORY RESPONSES:

18. *Highway Authority*: No objections, but arrangements for construction traffic management and parking, particularly during deliveries at the Strathmore Road construction site entrance should be specified.
19. *Northumbrian Water*: No objections subject to strict accordance with the submitted document entitled "Drainage Philosophy Report", which states that surface water will discharge to the watercourse, whilst foul flows at 2.5l/sec, will discharge to the combined sewer using existing connections.

INTERNAL CONSULTEE RESPONSES:

20. *Drainage and Coastal Protection*: No objections on the understanding that the recommendations within the submitted document entitled "Drainage Philosophy Report" are implemented.
21. *Business Durham*: In full support of the proposal as Glaxo Smith Kline is a major employer in this rural location supporting over 1000 people in highly skilled jobs for the County, and offers the potential for local residents to access global careers. This £94 million investment in new plant and new medicines will secure the future of this state of the art flexible production facility for twenty years plus. It will also help secure and sustain the future of other local companies within its supply chain for this period.
22. *Landscape and Trees*: Would have liked better details of which trees are to be removed, but it is most important to ensure the trees on the perimeter of the site are retained and protected during construction.
23. *Design and Conservation*: No objection. This would be a well presented building contained within the existing industrial site with no impact on any designated heritage assets.
24. *Environmental Health (Noise)*: No objection, but there are some concerns about noise from new plant and therefore requests a condition which requires detailed noise impact assessment and approval by the local planning authority prior to operation of any plant at the site. A Construction Management Plan is also

requested to ensure the construction is carried out with minimal disruption to neighbouring residential properties.

25. *Contaminated Land*: No objection, no further investigation is required.
26. *Ecology*: No objection, the recommendations from the Newt report (Section 8 – amphibian exclusion) should be conditioned.
27. *Sustainability Advice*: Recommend conditions for a Travel Plan and a scheme to embed sustainability in the design and construction.

PUBLIC RESPONSES:

28. The application has been publicised by way of press and site notice and neighbour notification letters. No responses have been received.

The above is not intended to repeat every point made and 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 <https://publicaccess.durham.gov.uk/online-applications/>

APPLICANTS STATEMENT:

29. The GSK Site at Barnard Castle has been a centre for Global Manufacturing and Supply of life changing medicines for over 70 years. To ensure this business, which is home to over 1400 employees, continues to be a world leader in the advanced manufacture of Bio-pharmaceutical and Aseptic drug products, the company need to make a significant investment in excess of £90 million to create a new state of the art facility. This new facility will manufacture the next generations of innovative medicines. Current facilities are nearing end of life and are unable to meet the requirements for these new medicines which will treat, amongst other conditions; - Auto-immune diseases, Oncology, pre-term labour and HIV. These new products will form a significant proportion of the GSK long term business at the site. The jobs at GSK Barnard Castle make a significant contribution to the local economy & North East region. The medicines they manufacture, many of which are first in class treatments for un-met medical needs, have an enormous impact on improving the lives of millions of people all over the world. This proposed investment introduces new advanced technology to the site which requires skills development in which the company will invest to create a long term centre for advanced pharmaceutical manufacturing at the Barnard Castle site.
30. We very much appreciate the support provided to date and look forward to approval and start of the construction phase in Q2 2017, meeting our project timeline and regulatory commitments. This phase of the project will create over 200 additional jobs during construction and engineering works.

PLANNING CONSIDERATIONS AND ASSESSMENT

31. Having regard to the requirements of Section 38(6) of the Planning and Compulsory Purchase Act 2004 the relevant Development Plan policies, relevant guidance and all other material planning considerations, including representations received, it is considered that the main planning issues in this instance relate to the principle of development, impact on the character and appearance of the area, residential amenity and highways.

Principle of development

32. The NPPF paragraph 14 advises that development proposals which accord with the development plan should be approved without delay. One of the core aims of the NPPF is to proactively drive and support sustainable economic development. Paragraph 19 advises that significant weight should be placed on the need to support economic growth through the planning system.
33. The site falls within an industrial/employment allocation under Teesdale Local Plan Policy ECON1. Policy ECON2 permits extensions to existing business premises where detailed environmental and highways criteria are met. These policies are consistent with the aims of the NPPF.
34. GSK is a global company manufacturing medicines for use all over the world. It is a major contributor to the local economy and employment in the area. An investment in excess of £90m represents significant commitment to sustain its long term future at the site. The introduction of advanced technology would also lead to further investment in skills and there would be benefits to other local companies in the supply chain. There would also be economic benefits from the construction period.
35. The principle of the development is therefore wholly in accordance with NPPF guidance and Teesdale Local Plan Policy ECON1. Assessment in relation to the criteria of Teesdale Local Plan Policy ECON2 will be considered below.

Impact on the character and appearance of the area

36. Part 7 of the NPPF outlines that the government attaches great importance to the design of the built environment. Teesdale Local Plan Policy GD1 requires that development is of a high standard of design. Policy ENV3 advises that development will be permitted where it does not detract from the Area of High Landscape Value's special character. Policy ECON2 requires that extensions to business premises do not have an adverse effect on the environmental quality of the area.
37. The proposed building would be located wholly within the existing GSK grounds on an area of land adjacent to the existing buildings where there have previously been large manufacturing sheds. Although large, its scale and materials would be in keeping with the existing buildings it would be seen alongside, and its design would be a positive modern addition to the site. Views from the immediate area would be limited because of existing buildings, levels and boundary trees, which would be retained and could be suitably protected during construction. Some minor internal trees require removal, but they do not have any amenity value beyond the site boundary and therefore their loss is not of any consequence to the amenity of the area.
38. Overall, the development would sit comfortably on the site without detriment to the visual amenity of the area. Accordingly, there is no conflict with the design objectives of Teesdale Local Plan Policies GD1 and ECON2, or NPPF Part 7. There is also no conflict with the landscape protection objectives of Teesdale Local Plan Policy ENV3 given the site's location which is firmly within the built up area of the town.

Impact on residential amenity

39. Part 11 of the NPPF states planning decisions should aim to avoid significant adverse impacts from noise, mitigate and reduce to a minimum other adverse impacts, and also recognise that development will often create some noise. Teesdale Local Plan Policies GD1 and ECON2 require that development should not have an adverse effect on residential amenity.
40. The nearest residential properties lie to the west and south on Harmire Road and Woodlands Road. The new building would be positioned behind block E and although it would bring development further south, it would still be positioned well within the site and a substantial distance from the properties on Woodlands Road. There is also a sports club between the site and those properties. The Environmental Health (Noise) section, while not objecting, has suggested noise assessments are carried out prior to the installation of any plant associated with the use of the new building because of potential for 24hr operation. However, this is a long established manufacturing site and there have previously been manufacturing buildings in the same area where the proposed building would be located. There have been no objections from neighbouring properties, nor has there has been attention drawn to any previous complaints about noise from the site. The building has been designed so that the major new plant would be located at the northern end of the building close to the existing buildings, and all servicing and loading would take place at the eastern end of the building via the existing site entrance. Additionally, both the existing Block E and the new building itself would be barriers to noise transference.
41. Taking all this into account, it is considered that the proposal has paid sufficient regard to relationships with neighbouring properties and there is not likely to be any significant noise and disturbance impacts. There is no conflict with Teesdale Local Plan Policy GD1 or NPPF Part 11. A requirement to carry out noise assessments before any plant is installed would therefore unnecessarily delay implementation of this important development and runs contrary to NPPF paragraph 21 that states investment in business should not be over-burdened by planning expectations, and also paragraph 123 that recognises that development will often create some noise and businesses wanting to develop should not have unreasonable restrictions put on them.
42. There could be a lengthy construction period given the scale of the proposal, but the impacts would still be temporary and could be appropriately managed through a condition requiring a Construction Management Plan covering matters that are reasonable to control such as working hours and measures to minimise dust and vibration.
43. There is no conflict with Teesdale Local Plan Policies GD1 and ECON2, or NPPF Part 11.

Highways

44. When operational, the development would utilise the main GSK entrance and the Highway Authority has no concerns about suitability of the access or the impact on local road capacity. Existing parking within the premises is unaffected and the development would not generate need for additional employee or visitor parking.
45. The Highway Authority has however commented on arrangements for construction traffic and parking, which requires management to prevent highway obstruction. A Construction Logistics Report submitted with the application identifies that

construction traffic would use the gated access on the south western corner of the site, which leads off Strathmore Road. During deliveries this access will be managed by a banksman. Parking for construction workers will take place in a dedicated parking area that has recently been created in an area to the north of the GSK site. It is considered that these measures would be appropriate to help minimise construction traffic disruption and could be specified as part of the overall Construction Management Plan to be submitted for approval before works commence.

46. There would be no conflict with NPPF Part 4 or Teesdale Local Plan Policies GD1 and ECON2 in highways terms.

Other Issues

47. Common Smooth Newts were found in a small pond immediately to the south of the application site. These are not a protected species; however the Amphibian Survey recommends mitigation to exclude their access to the construction site, details of which can be conditioned. Bat activity is limited to the periphery of the site, which will not be unacceptably affected by the development. The Ecology Section has raised no objections subject to approval of amphibian exclusion measures as recommended in the submitted report.
48. The Council's Drainage Section and Northumbrian Water have agreed to a drainage scheme which separates surface and foul water discharge. This can be secured by a condition.
49. The Contaminated Land Section is satisfied that no further ground investigation is required.
50. The sustainability section has requested conditions requiring a Travel Plan and a scheme to embed sustainability in the design and construction of the development. However, the proposed development is part of a much larger operation on the site, which already has its own sustainability measures in place. The site is already very accessible by sustainable modes of transport and the proposal would not put any significant pressure on local transport networks or parking provision in the site. Additionally, details have been submitted showing how the company has delivered a 41% reduction in its carbon emissions from energy use at the site in the last 10 years through its own programme. Connection to the site CHP, heat recovery, solar PV panels, efficient lighting are just some of the measures that will be incorporated into the proposed development in line with the existing programme to ensure it is a sustainable development. The requested conditions are therefore not necessary.

CONCLUSION

51. At the heart of the NPPF is a presumption in favour of sustainable development.
52. The proposal represents a significant investment in the future of the GSK site, securing jobs, developing local skills and bringing benefits to other local companies within the supply chain, as well as during the construction phase. This is wholly in accordance with the NPPF core planning principles and aims of Part 1 to secure economic growth.
53. The proposal is also acceptable in respects of its design, impact on neighbours, highways and other environmental and sustainability considerations. As such,

there is no conflict with NPPF Parts 1, 4, 7, 10 and 11 and the relevant Teesdale Local Plan Policies GD1, ENV3, ECON1 and ECON2.

54. It is therefore concluded, in the context of paragraph 14 of the NPPF, that the proposal accords with the development plan and therefore benefits from the presumption in favour of sustainable development.

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.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be carried out in strict accordance with the following approved plans and documents.

MSP-XX-01-M2-A-0004 GROUND FLOOR PLAN REV P1
MSP-XX-01-M2-A-0005 FIRST FLOOR PLAN REV P1
MSP-XX-02-M2-A-0006 SECOND FLOOR PLAN REV P1
MSP-XX-03-M2-A-0007 SPINE ACCESS LEVEL REV P1
MSP-XX-R3-M2-A-0008 ROOF PLAN REV P1
MSP-XX-ZZ-M2-A-0009 CROSS SECTIONS REV P1
MSP-XX-ZZ-M2-A-0010 REV P1
MSP-XX-ZZ-M2-A-0011 ELEVATIONS REV P1
MSP-XX-ZZ-M2-A-0100 EXTERNAL WORKS/LANDSCAPING REV P2
MSP-XX-ZZ-M2-A-5000 PERSONNEL & VEHICLE MOVEMENT REV P2
16T643-120 OVERALL SITE LAYOUT REV P1
Drainage Philosophy by Billingham George and Partners September 2016
Flood Risk Assessment by Billingham George and Partners September 2016
Ground Investigation Phase I and II Arc Environmental February 2016
Noise Assessment by Exova Catalyst March 2016
Tree Survey Report, Arbtech October 2016
Great Crested Newt and other Amphibians survey June 2015 by Interserve
Construction Logistics Report
Energy and sustainability statement all received 21st October 2016

Reason: To define the consent and ensure that a satisfactory form of development is obtained.

3. All surface water from the approved development shall discharge to the watercourse and foul flows shall discharge to the foul sewer at a restricted rate of 2.5 l/sec in accordance with the submitted Drainage Philosophy Report.

Reason: To prevent the increased risk of flooding from any sources in accordance with the NPPF Part 10.

4. Other than preparatory ground works, clearance or investigations, no development shall commence on the construction of the building hereby approved until details of the measures for excluding amphibian species from the construction site have been submitted to and approved in writing by the local planning authority. The measures shall be put in

place before construction works on the building commence and thereafter retained throughout the construction period unless otherwise agreed in writing by the local planning authority.

Reason: To prevent harm to amphibians in the nearby pond during construction in accordance with Teesdale Local Plan Policy GD1 and NPPF Part 11.

5. Other than preparatory ground works, clearance or investigations, no development shall commence on the construction of the building hereby approved until the trees along the southern and eastern site boundaries have been protected by the erection of fencing that complies with BS 5837 (Trees in relation to design, demolition and construction – recommendations). The tree protection shall be retained throughout the construction period unless otherwise agreed in writing by the local planning authority.

Reason: To protect the boundary trees from construction damage in the interests of visual amenity in accordance with Teesdale Local Plan Policy GD1.

6. Other than preparatory ground works, clearance or investigations, and notwithstanding details already submitted, no development shall commence on the construction of the building hereby approved until a Construction Management Plan (CMP) has been submitted to and approved in writing by the local planning authority. The CMP shall consider the potential environmental impacts (such as noise, vibration, dust, & traffic) that the development may have upon any occupants of nearby premises and the public highway and shall detail mitigation proposed. This shall include:

- Measures to minimise dust taking into account relevant guidance such as the Institute of Air Quality Management “Guidance on the assessment of dust from demolition and construction” February 2014.
- Where it is necessary to undertake piling on the site details shall be provided justifying the method of piling used so as to minimise disturbance, from noise and vibration, to the occupants of nearby premises.
- Details of the operating hours during which construction and deliveries are to be undertaken at the site.
- Confirmation of the location of parking for site operatives.
- Details of measures for the management of construction delivery traffic.
- Details of any site hoardings to be erected.
- Detail of any planned measures for liaison with the local community and any procedures to deal with any complaints received during the construction period.

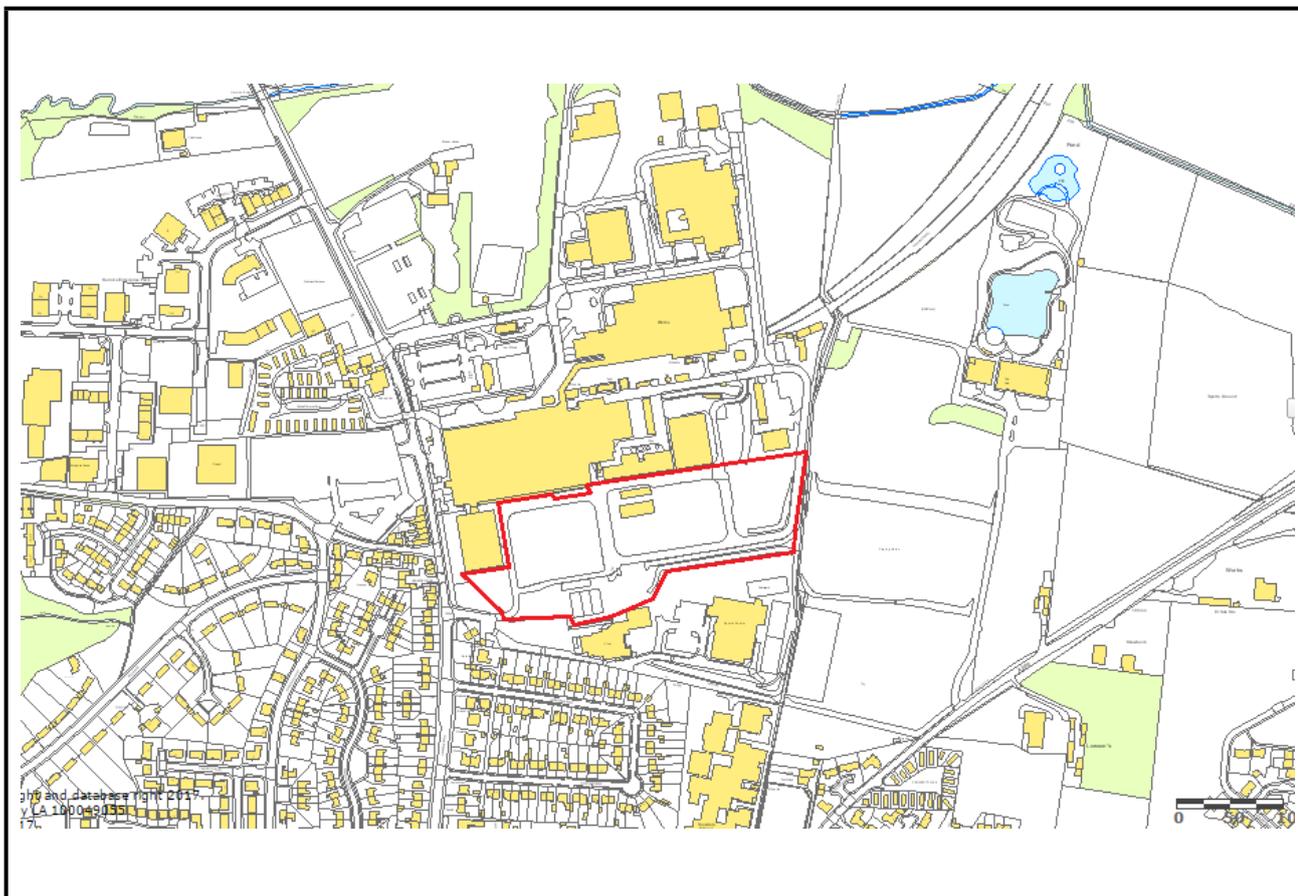
Reason: To ensure the construction is carried out with appropriate consideration and minimal disruption to the amenity of the local area and in the interests of highway safety in accordance with Teesdale Local Plan Policy GD1.

STATEMENT OF PROACTIVE ENGAGEMENT

In arriving at the decision to recommend approval of the application the Local Planning Authority has assessed the proposal against the NPPF and the Development Plan in the most efficient way to ensure a positive outcome through appropriate and proportionate engagement with the applicant, and carefully weighing up the representations received to deliver an acceptable development. The decision has been made in accordance with an extension of time arrangement agreed with the applicant.

BACKGROUND PAPERS

Submitted application form, plans supporting documents
The National Planning Policy Framework (2012)
National Planning Practice Guidance Notes
Teesdale Local Plan
The County Durham Plan (Submission Draft)
All consultation responses received



Planning Services

Construction of pharmaceutical manufacturing facility and associated works

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07th February 2017