

DEVELOPMENT MANAGEMENT COMMITTEE – 9th DECEMBER 2015

Application Number	3/15/1859/FUL
Proposal	Demolition of building P5 and associated structures and erection of new manufacturing building and associated works
Location	Glaxosmithkline Ltd, Priory Street, Ware, SG12 0DJ
Applicant	Glaxosmithkline Ltd
Parish	Ware – CP
Ward	Ware St. Marys

Date of Registration of Application	14 September 2015
Target Determination Date	14 December 2015
Reason for Committee Report	Major application

RECOMMENDATION:

That planning permission be **GRANTED**, subject to conditions.

1.0 Summary

- 1.1 The proposal seeks permission for the demolition of an existing building and the erection of a new manufacturing building incorporating a loading dock with canopy, warehouse, packing area, offices and ancillary rooms on the ground floor, an assembly line on the first floor and third floor plant rooms.
- 1.2 There is no objection in principle to the proposal and the size and design of the building is considered to be acceptable, having regard to the context of the site and the surrounding area.

2.0 Site Description

- 2.1 The GSK site as a whole covers 25ha of land on the western side of Ware. The GSK Employment Area comprises a major complex of employment uses including industrial processing, warehousing, research and offices. The application site lies on the northern side of the GSK complex adjoining Harris's Lane to the west and Park Road to the north. The site was formerly occupied by a building, now demolished, and by building P5 which is to be demolished as part of these proposals.
- 2.2 An existing tree and hedge belt runs along the Park Road boundary and residential properties are situated on the north side of Park Road.

2.3 The site lies within Area of Archaeological Significance No.177 and Ware Conservation Area lies to the south and east.

3.0 Background to Proposals

3.1 The application forms part of GSK's wider reorganisation of manufacturing operations at the complex. The new building is an essential part of GSK's strategy to address demand for Ellipta products (Asthma inhaler medications) and the new production plant is required to meet existing and future demand and to improve production efficiency and capacity. The project will increase production by 19 million devises per annum and take overall production capacity to 70 million devises per annum.

3.2 The proposed building would be rectangular in shape and have a footprint of 28.5m x 107.5m with a mix of roof styles and heights ranging between 4m and 11.3m. The gross internal floor area would be 4,678 sqm and the building would be no closer to the Park Road frontage than the previous building.

3.3 The external materials to be used are as follows:

North façade – horizontally ribbed terracotta panels are proposed with two levels of detail and texture. Louvred terracotta panels allow natural light into the building.

Inwards facing south and east elevations - horizontally ribbed metal panels with metal louvres where light and ventilation are required.

West administration elevations – Horizontally ribbed glazing.

3.4 Landscaping is also proposed to help reinforce an existing tree buffer and to soften the appearance of the development.

4.0 Key Policy Issues

4.1 These relate to the relevant policies in the National Planning Policy Framework (NPPF) and the adopted East Herts Local Plan 2007:

Key Issue	NPPF	Local Plan policy
Principle of development. Delivering sustainable development – Building a strong, competitive economy	Section 1	SD1, EDE1, WA8

The layout, design and external appearance of the building	Section 7	ENV1, ENV2
The impact on the surrounding area	Section 12	ENV1
Highway implications		TR2, TR4, TR7

Other relevant issues are referred to in the 'Consideration of Relevant Issues' section below.

5.0 Emerging District Plan

5.1 In relation to the key issues identified above, the policies contained in the emerging District Plan do not differ significantly from those contained in the adopted Local Plan and the NPPF as identified above. Given its stage in preparation, little weight can currently be assigned to the emerging Plan.

6.0 Summary of Consultee Responses

- 6.1 The Herts CC Minerals and Waste Policy Team comment that in determining the application the Council should have due regard to waste management policies.
- 6.2 The Lead Local Flood Authority (LLFA) confirm that the proposed development site can be adequately drained and mitigate any potential existing surface water flood risk if carried out in accordance with the overall drainage strategy and recommend a condition.
- 6.3 The Highway Authority does not wish to restrict the grant of planning permission and recommends conditions.
- 6.4 The County Archaeologist comments that the site is within an Area of Archaeological Significance and much evidence has been recorded from within the GSK complex. This includes industrial activity, buildings, burials, a well preserved section of Roman Ermine Street, and a probable temple and shrine. An archaeological project design was agreed with GSK in May 2015 which comprises an acceptable Written Scheme of Investigation. The first phase of the project has been completed. A condition is recommended to secure the completion of the project.
- 6.5 The Council's Landscape Officer recommends the grant of planning permission and comments that it is important to maintain a strong landscape boundary to Park Road and for the proposed holly hedge

boundary to be the main landscape feature, without fencing to obscure it. Fencing details for this boundary will be important therefore and a condition is suggested to ensure that these are agreed.

7.0 Town Council Representations

7.1 Ware Town Council have no objection to the proposal.

8.0 Summary of Other Representations

8.1 One letter of objection has been received from the occupier of Park Road which raises the following concerns:

- Any building facing Park Road should be low rise with a brick façade that complements surrounding houses
- With 24 hour access the proposal should include acoustic fencing
- Concern raised regarding new developments in the locality, including at Asda and GSK which are increasing traffic and noise
- Concern regarding safety issues considering the large number of school children and shoppers in the vicinity
- Traffic calming and speed reduction measures are required

9.0 Planning History

There is substantial planning history relating to the GSK site. However, of relevance to this application is:

Ref	Proposal	Decision	Date
3/13/1866/FP	Erection of Respiratory Manufacturing Facility with associated works.	Granted	December 2013
3/15/0330/FUL	Area of glazed curtain walling to the west elevation with new section of roof over proposed package plant rooms to be installed on building S1 and external lift enclosure to building S1	Granted	April 2015
3/15/1498/VAR	Variation of access arrangements to building U3	Granted	September 2015

3/15/1877/FUL	Construction of new access and access road	Granted	November 2015
---------------	--	---------	---------------

10.0 **Consideration of Relevant Issues**

10.1 The site lies within the town of Ware and is part of the GSK Employment Area which is reserved for industry in accordance with policies EDE1 and WA8 of the Local Plan. There is no objection in principle therefore to the proposed development.

Sustainable development – Building a strong, competitive economy

10.2 The proposal forms part of GSK's modernisation plan for the Employment Area and would be supported by the key principle within the NPPF to support sustainable economic growth. The proposal would increase production of Ellipta products to meet UK community and global health demand.

10.3 Whilst additional employment at the site would be modest or neutral, the applicant states that investment in the new building would help reinforce and consolidate the position of GSK as an important local employer in the Ware area.

10.4 Officers are satisfied that the proposed development would represent a sustainable form of economic development.

Layout, design and appearance

10.5 The proposed building will broadly sit in the same location as the previous U building and P5 building that it is to replace.

10.6 It would be a building of some significant size, sited parallel to Park Road and would inevitably have a visual impact on the surrounding area. However, it is considered to be of a high quality of design with variations of roof finishes and heights and reasonably good use of appropriate materials, particularly on the outward facing elevations.

10.7 The roof of the assembly building would slope down towards Park Road and this, together with the ground floor level being 1.8m below Park Road, would reduce the massing and visual impact of the building when viewed from the residential properties to the north. The flat roof of the two storey office and support areas would step down towards the corner of Harris's Lane and Park Road and the flat roof between the assembly and packaging areas would step down and the warehouse

loading bays are located in a single storey element of the building. The scale of the warehouse element of the building is significant, but its impact is reduced by stepping the higher sections back from Park Road. Overall, the layout, design and massing of the building are considered to be acceptable.

- 10.8 The materials to be used for external surfaces respond sympathetically to the environment. For the façade exposed to the residential area horizontally ribbed terracotta panels are proposed with two levels of detail and texture. Louvred terracotta panels allow natural light into the building but avoids external light glare to neighbouring properties. The surfaces facing inwards to the site will be finished in horizontally ribbed metal panels with metal louvres where light and ventilation are required. Glazed panels would enclose the ground and first floor offices and ancillary accommodation at the northwest end of the building close to the junction of Park Road and Harris's Lane.
- 10.9 In terms of landscaping the existing tree and hedge screen along the Park Road boundary is to be retained as far as possible. However, 6 trees and two tree groups which are in poor condition (Category U) are to be removed. A further 26 trees and two groups (Category B) are to be removed to facilitate the construction of the building.
- 10.10 37 replacement native trees will be planted and a holly hedge that will be maintained to an eventual height of 1.8m. A second security fence with climber planting is proposed to the Park Road frontage on the building side of the boundary landscaping. New planting is also proposed to the Harris's Lane frontage. The Landscape Officer has confirmed that the proposed new planting would be acceptable and would help to soften the appearance of the new development.

Impact on the surrounding area

- 10.11 As mentioned above, the scale of the proposed building would be significant when viewed from the residential properties on the north side of Park Road, but the rise in land level means that its maximum height would rise above the ridge level of the houses by only approximately 2.7m at a distance of approximately 27.2m from the house frontages. The ground floor base level of the building would be approximately 1.8m below Park Road and the building is set back some 6m from the site boundary, with the taller parts being set back 9.4m from the site boundary. This, together with proposed planting, would be sufficient to result in an overall impact that is considered to be acceptable.

- 10.12 Views along Park Road from the west and east would be softened by existing and proposed tree planting and at the junction of Park Road and Harris's Lane the massing would be reduced by the introduction of glazed elements to the offices.
- 10.13 Plant is located on the inward facing south side of the building in order to minimise noise, vibration and visual impact to the Park Road side of the building. The applicant advises that production is a clean process and there will be no odour discharge. The Environmental Health unit has not raised any objections in respect of the proposals, subject to conditions.

Highways

- 10.14 Access to the new building would be via a new access link road to Buryfield Lane (the subject of planning application 3/15/1877/FUL granted planning permission on 12 November 2015). The access to Harris's Lane would be an access for emergency and construction vehicles only (restricted by condition on applications 3/13/1866/FP and 3/15/1498/VAR).
- 10.15 The proposed development does not result in the loss of car parking. No increase in parking is proposed but the increase in overall employment is expected to be neutral (the previous building would have generated a parking demand and its demolition did not result in a reduction of staff numbers). It is not considered that there will be any significant impact on parking demand or trip generation. In terms of deliveries and collections 12 delivery and 7 collection trips are proposed during each 24 hour period, which equates to less than 2 vehicle movements per hour.
- 10.16 The GSK site has extensive on-site parking provision of approximately 2032 spaces. A survey carried out by GSK in May 2014 revealed that there were approximately 300 vacant spaces at the site at peak times of demand. The applicant submits therefore that no increase in staff numbers is anticipated but should there be any unforeseen increase in parking demand there is current capacity within the GSK site.
- 10.17 The Highway Authority has no objection to the grant of planning permission, subject to conditions.

11.0 Conclusion

- 11.1 The proposal is considered to represent a sustainable form of development and there is no objection in principle to the construction of this new building.
- 11.2 It is acknowledged that building would be of a considerable size and that it will inevitably have an impact on the appearance of the surrounding area. However, it is considered to be of an appropriate design and scale having regard to the site and its surroundings and any potential neighbour impact is considered to be acceptable. Additional landscaping is also proposed which would help to soften the impact of the new building in the surrounding area.
- 11.3 There would be no adverse impact on highway safety as a result of the proposals.
- 11.4 The application is therefore recommended for approval, subject to the following conditions.

Conditions:

1. Three year time limit (1T12)
2. Approved plans (2E10)
3. Samples of materials (2E12)
4. Boundary walls and fences (2E07) – delete “any dwelling” and replace with “the building hereby permitted”.
5. Landscape Works Implementation (4P13)
6. Within two months of first occupation of the development hereby approved the existing Travel Plan for GSK, Ware shall be updated and approved in writing by the Local Planning Authority. The amended travel plan shall thereafter be implemented and maintained.

Reason: To promote sustainable transport measures in accordance with Policy TR4 of the East Herts Local plan Second Review April 2007 and the NPPF.

7. The development hereby permitted shall be carried out in accordance with the approved FRA by Bryden Wood reference 15008-BWL-A-XX-

220-RP-001 dated August 2015 and drainage drawings 15008-BWL-S-900-LO 600 and 700 Rev P03 and the following mitigation measures detailed within the FRA:

1. Limiting the surface water run-off generated by the 1 in 100 year + climate change critical storm so that it will not exceed the run-off from the undeveloped site and not increase flood risk off-site.
2. Implementing appropriate SuDS measures shown on drawing reference 15008-BWL-S-900-LO-600 and 700 Rev P03.
3. Providing attenuation to ensure no increase in surface water run-off volumes for all rainfall events up to and including 1 in 100 year + climate change event.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing/phasing arrangements embodied within the scheme, or within a period subsequently agreed in writing by the Local Planning Authority.

Reason: To reduce the risk of flooding at the site and elsewhere in accordance with the NPPF.

8. Construction hours of working – plant and machinery (6N07)
9. Prior to the first use of the building hereby permitted details of the scheme for the ventilation of the premises, including the ventilation and extraction of fumes shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall thereafter be implemented in accordance with the approved details.

Reason: To safeguard the residential amenities of nearby occupiers and the appearance of the building in accordance with policies ENV1 and ENV24 of the East Herts Local Plan Second Review April 2007.

10. No external loudspeakers (2E25).
11. Lighting details (2E27) – amend to “prior to first occupation”
12. Programme of archaeological work (2E02)
13. The access shown onto Harris’s Lane shall be used for construction purposes in association with the approved development hereby permitted and thereafter shall be used solely for emergency access only.

Reason: In the interests of highway safety.

Informatives:

1. Other legislation.

Summary of reasons for decision

East Herts Council has considered the applicant's proposal in a positive and proactive manner with regard to the policies of the Development Plan (Minerals Local Plan, Waste Core Strategy and Development Management Policies DPD 2012 and the 'saved' policies of the East Herts Local Plan Second Review April 2007); the National Planning Policy Framework and in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015. The balance of the considerations having regard to those policies is that permission should be granted.

KEY DATA

Non-Residential Development

Schedule of main accommodation

Ground floor

Entrance
Offices and meeting rooms
Packaging area
Engineering workshop
Warehouse and warehouse office
Loading docks and loading dock office

First floor

Tea room
Assembly area
IT room
Bridge link

Second floor

Plant room

Use Type	Floorspace (sqm)
----------	------------------

Manufacturing, warehousing and offices	
Ground floor	2,446.78
First floor	1,796.36
Second floor	435.19
Total	4,678.33

Existing P5 building	1,089.40
----------------------	----------

Parking	
GSK total	2032
GSK peak occupancy May 2014	1872