

AGENDA ITEM NO: 8/2(b)

Parish:	Walpole Cross Keys	
Proposal:	Proposed storage unit extension	
Location:	West Holme Nursery 65 Station Road Walpole Cross Keys Norfolk	
Applicant:	Bedcare Ltd	
Case No:	20/01222/F (Full Application)	
Case Officer:	Clare Harpham	Date for Determination: 5 November 2020 Extension of Time Expiry Date: 16 February 2021

Reason for Referral to Planning Committee – the Parish Council object to the proposal with is at variance with the officer recommendation and the Sifting Panel requires that the application be determined by Planning Committee.

Neighbourhood Plan: Yes

Case Summary

The application is for the extension of a storage building which serves an existing business (Bedcare Ltd) and is part of a wider nursery/business site (blue land). As part of this application it is proposed to also remove two large greenhouses to the south-west of the proposal which will reduce the amount of non-permeable surfaces at the site.

Key Issues

Planning History
Principle of Development
Design and Scale
Amenity Issues
Highways Issues
Flood Risk
Other material considerations
Crime and Disorder

Recommendation

APPROVE

THE APPLICATION

The application site is an existing nursery and business site which has both glasshouses associated with the nursery business as well as some agricultural/industrial buildings

associated with an engineering/bed making business and consent for a prefabricated office building (associated with the engineering/bed making business) which is currently under construction.

The application relates to full planning permission for the extension of an existing storage building on site which is associated with the engineering / bed making business.

SUPPORTING CASE

This statement has been prepared by Trundley Design Services in support of my client's application for a Storage Unit Extension at West Holme Nursery, 65 Station Road, Walpole Cross Keys, Kings Lynn, PE34 4HB.

Bedcare LTD and JKN Engineering LTD are housed within the site in question, both of which are family run businesses. JKN Engineering LTD was established in 2016 and has served members of the public, including the NHS, from this site since October 2017. Bedcare LTD was established in 2011 and joined the site in September 2018. Bedcare LTD supply reinforced beds to the public that they have designed in-house, which are manufactured by JKN Engineering LTD.

This proposal seeks to demolish 2no. horticultural greenhouses to allow for the proposed extension and the required parking for future employees. Granting permission for this proposed extension would mean that sufficient parking can be provided on site for new employees in accordance with Approved Document M – volume 2 (Building Regs).

At present site traffic comprises of 7.5 tonne vehicles that visit site 3-5 times a week approximately, to deliver the required materials for the production/manufacturing of said reinforced beds, and to collect said reinforced beds once they are ready to go out for delivery, of which they are then taken to the company depo location for distribution. These vehicles are not being used to their full capacity because of the lack of space and storage on site, it is not possible to hold a high quantity of reinforced beds as they are not of a small size or a 'flat-pack' product.

The proposed extension allows for the vehicles to be used to full capacity which could then reduce the amount of traffic in and out of site.

JKN Engineering LTD has provided apprenticeship opportunities to two new employees over the last two years, providing this application is granted permission, there is provision to take on another apprentice in 2021.

The proposed extension is intended to be used in conjunction with the existing industrial unit, for the same purposes but overall to give the company more space and storage. This will enable my client's family run business to provide better service to customers, an improved working environment for employees, sufficient parking on site and enhance the local economy with new career opportunities.

PLANNING HISTORY

19/01912/F: Application Permitted: 14/02/20 - Proposed modular style office building - West Holme Nursery 65 Station Road Walpole Cross Keys

18/00820/F: Application Permitted: 14/09/18 - Proposed industrial unit - West Holme Nursery 65 Station Road Walpole Cross Keys

17/01431/PACU5: Prior Approval - Approved: 16/10/17 - Prior Notification: Change of use from agricultural building to a light industrial (B1) use - West Holme Nursery 65 Station Road Walpole Cross Keys

14/00004/CUPD: Application Withdrawn: 02/09/14 - Prior notification of proposed change of use of agricultural building to a dwellinghouse (use class C3) – Westholme Station Road Walpole Cross Keys

RESPONSE TO CONSULTATION

Parish Council: OBJECT Concerns have been expressed that this is becoming like a light industrial estate rather than a nursery-based location. Increased traffic, including lorries and noise have been noticed and complaints made to councillors.

Highways Authority: NO OBJECTION I observe that this application relates to an extension of a building that was considered under a previous application 18/00820/F. I have reviewed the highway concerns which I had at that time and have similar concerns for this application, with respect to the road conditions of Station Road being narrow and that the site is positioned away from key services.

Condition 5 of application 18/00820/F is relevant to restrict the area being utilised for multiple businesses and increases in traffic flow.

If your authority does not believe that there has been a breach of condition 5, then I would not object to this application. However, I would recommend a similar condition again be applied to this application as we do not believe that the highway conditions are suitable for unrelated businesses that would result in significant increases in traffic.

Environment Agency: NO OBJECTION it is for the LPA to decide whether the Sequential Test needs to be applied. Recommend that the mitigation measures proposed within the FRA are conditioned.

Internal Drainage Board: NO OBJECTION The proposal seeks to discharge additional surface water from the proposed extension via a pre-existing drainage system which was agreed for the existing building (consent was granted by the Board in October 2018 for this).

The additional discharge created by the additional impermeable surface created by the extension, will require consent under Byelaw 3 which is conditional upon payment of an additional surface water development contribution fee.

Should foul water be discharged to a watercourse, then consent will be required under Byelaw 3.

There are two riparian watercourses adjacent to the boundary that are not proposed to be altered. Should the proposal change which will alter the watercourses then consent will be required under Byelaw 4 and the Land Drainage Act 1991.

It is recommended consent is obtained prior to the determination of the application.

Environmental Health & Housing - Environmental Quality: NO OBJECTIONS regarding contaminated land or air quality.

Community Safety & Neighbourhood Nuisance: NO OBJECTION Given the separation distance from the application site to the dwelling to the south west (67 Station Road), and

the reduction in vehicle movements advised by the agent (due to the purchase of a larger delivery vehicle which will reduce trips to/from the site), I have no grounds to object.

More details are required regarding the surface water drainage arrangements as it is proposed to connect to the existing harvest tank system. Given the effective doubling of the building size and the removal of two greenhouses (which would have re-used some of the stored water) it is necessary to determine whether the existing tank is large enough. Whilst consent is ultimately required from the IDB to discharge off site, I consider that the existing tank may not have the capacity to handle additional levels of rainwater. Details should be provided, to evidence that the tank has capacity to handle surface water drain off from both the existing and proposed building, specifically for a 1 in 100 year plus 40% climate change event (which may not have been required for the 2018 consent). Therefore, I recommend a pre-commencement condition relating to surface water drainage details being provided prior to the commencement of development. I note that no hours of use for the existing building were conditioned, so I accept that it will not be possible to condition hours of use for this proposed extension.

A pre-commencement condition related to drainage, an hours of site clearance/construction condition and two informatives are recommended.

REPRESENTATIONS

ONE letter of SUPPORT

- Will allow a fledgling business to expand and prosper. Small, local businesses such as this should be encouraged.
- This site, being only a few hundred yards from the A17 trunk road is ideal.
- Would rather the site be used as it is than be allowed to become an overgrown mess like some other nearby redundant business premises.

LDF CORE STRATEGY POLICIES

CS06 - Development in Rural Areas

CS08 - Sustainable Development

CS10 - The Economy

CS11 - Transport

SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES PLAN 2016

DM2 – Development Boundaries

DM15 – Environment, Design and Amenity

DM17 - Parking Provision in New Development

NEIGHBOURHOOD PLAN POLICIES

Policy 5 - Development Design (all developments)

Policy 6 - Managing and Reducing Flood Risk

Policy 7 - Employment Related or Agricultural and Horticulture Related Development

Policy 10 - Transport and Access

NATIONAL GUIDANCE

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

National Planning Policy Framework – sets out the Government’s planning policies for England and how these are expected to be applied.

National Planning Practice Guidance - Provides National Planning Practice Guidance, in support of and in addition to the NPPF

National Design Guide 2019

PLANNING CONSIDERATIONS

The main issues to consider when determining this application are as follows:

- Planning History
- Principle of Development
- Design and Scale
- Amenity Issues
- Highways Issues
- Flood Risk
- Other material considerations
- Crime and Disorder

Planning History

The application site is located outside the development boundary of Walpole Cross Keys at an existing nursery site which had prior approval granted in October 2017, under Class R, Part 3, Schedule 2 of the Town and Country (General Permitted Development) Order 2015 (as amended), for a change of use of an existing agricultural building on site to a light industrial (B1) use. This prior notification has been implemented (prior approval ref. 17/01431/PACU5). There are also existing glasshouses and polytunnels on site which form part of the existing nursery business.

In September 2018 an additional industrial unit (planning permission ref. 18/00820/F) was approved which is conditioned (condition 5) to be used for storage only and in conjunction with the business operating from the other building which was granted prior approval (referred to above). The reason for conditioning this additional unit in conjunction with the adjoining business was due to the fact that the road which serves the site, whilst in close proximity to the A17, is narrow and winding and not suitable to serve an industrial site where the expansion of the number of unrelated businesses on site would lead to an expansion of

the number of vehicular movements. This planning permission has been implemented and it is this storage unit which the current planning application seeks to extend.

In addition to the two industrial buildings already on site, planning permission was granted in February 2020 for a modular style office building (19/01912/F), also conditioned to be used by the existing business on site. When the site visit was undertaken, the base of the office building was in place, awaiting the siting of the approved modular office building and is thus implemented.

From the site visit, it was evident from newly erected signage, that the existing storage building (18/00820/F) and the building granted prior approval (17/01431/PACU5) had different business names (JKN Engineering Ltd and Bedcare Ltd). The agent has confirmed that they are two separate limited companies (owned by the same people), however the storage building (Bedcare Ltd) only stores metal framed beds made in the adjoining industrial unit (JKN Engineering Ltd) and therefore is not in breach of condition 5 of 18/00820/F which states it must be used for storage in conjunction with the business operating from the adjacent building.

Bed manufacturing is a B1 use however JKN Engineering is a metal/steel fabrication business which as well as making metal beds also carries out a number of other metal related manufacturing services. It is intended to submit a change the use application for a change of use to a B2 use of the building previously granted prior approval under 17/01431/PACU5.

Given the above, the current application is to extend the existing storage building on site.

Principle of Development

The application site is located outside the development boundary of Walpole Cross Keys at an existing nursery and business site. The expansion of an existing business is generally acceptable in principle and would comply with paragraphs 83 and 84 of the NPPF which states that decisions should enable the sustainable growth and expansion of all types of business in rural areas, through conversion of existing buildings and well-designed new buildings. The NPPF also recognises that sites to meet local business needs may be found in rural areas which are beyond the existing settlements. In these cases, it is important to ensure development is sensitive to its local surroundings and does not have an unacceptable impact on local roads. The existing business site is not immediately adjacent to the development boundary but is 170m from the southern edge. However, it is located in close proximity to the A17 and the associated highway network.

Policies CS06 and CS10 of the Core Strategy states that permission may be granted on land which would not otherwise be appropriate for development for an employment generating use which meets a local business need; providing it is appropriate in size and scale to the local area, adjacent to the settlement and not detrimental to local residents or the environment.

Policy 7 of the Walpole Cross Keys Neighbourhood plan encourages the development and redevelopment of existing business sites for employment uses. In deciding whether a site is suitable for such development, including expansion, consideration will be given to the effect on the character and appearance of the area from any new buildings and related infrastructure, the effect on amenity of nearby occupiers and the benefit of the proposal in terms of new jobs and services.

The Parish Council object to the proposal as they have concerns it is becoming a light industrial estate rather than a nursery location. In addition, they state that there has been

increased traffic and noise which has caused complaints. It is true that the site now has a mix of nursery and an industrial use which was initially instigated by a prior approval application which complies with Part 3 of the Town and Country (General Permitted Development) Order 2015, as amended. However, subsequent growth has been conditioned to ensure that the businesses on site are not separate and unassociated and it is also possible to condition this extension. With regard to vehicular movements and noise and disturbance this will be discussed below.

It is considered that the expansion of the existing business is acceptable in principle and would comply with paras 83 and 84 of the NPPF, Policies CS06 and CS10 of the Core Strategy and Policy 7 of the Walpole Cross Keys Neighbourhood Plan.

Design and Scale

The proposed extension would double the size of the existing storage unit (extension measuring 12.5m x 22.65m) and would be of a similar design to the existing unit, but with a slightly higher roof (6.75m to ridge) and an olive green colour. It would not look out of place at the site which currently has a mix of polytunnels, glasshouses and agricultural/industrial buildings.

The current proposal also proposes to demolish two large greenhouses to the south-west of the proposed extension in order to allow some additional parking and also to reduce the number of impermeable surfaces at the site to improve drainage.

Overall, the proposal would be viewed in conjunction with the other development on site and the proposed design and scale is considered acceptable and would comply with the Section 12 of the NPPF, Policy CS06 of the Core Strategy and Policies DM15 and DM17 of the SADMPP.

Amenity Issues

The application site is located approximately 170m from the development boundary, however the closest residential neighbours are located 72m to the north of the site and 95m to the south-east of the site. The Parish Council has stated within its objection that it has received complaints regarding noise from the site, however no complaints have been made to CSNN nor directly to the applicant (confirmed by agent). There are no objections to the proposal from the CSNN officer, who notes that there are no conditions on the hours of operation on the existing storage building but recommend an informative be placed on any decision notice regarding the Environmental Protection Act 1990 and noise. There have been no third party objections to the proposal received by the LPA.

Given the distance between the proposal and any residential neighbours there would be no material impact with regard to the extension causing overlooking, loss of light or being overbearing.

The CSNN officer has requested a condition regarding limiting site hours for the demolition of the glasshouses and construction of the extension. Given the location of the development (not immediately adjacent to a residential dwelling) and the current climate with Covid-19 restrictions and the relaxation of site working hours, this condition is considered unnecessary and onerous and has not been recommended.

Overall, it is considered that the proposal would comply with Section 12 of the NPPF and Policy DM15 of the Site Allocations and Development Management Policies Plan 2016.

Highways Issues

Station Road is a relatively narrow, winding road that leads from the A17 to the village of Walpole Cross Keys.

Policy 10 of the Walpole Cross Keys Neighbourhood Plan states that 'b) Proposals should ensure that any requirements generated by the proposed development do not harm the highway network, verges or dykes.'

One of the justifications that have been forwarded by the agent for the proposed extension, is that the current more limited storage on site means that multiple deliveries are required. With more storage on site this would be reduced to one delivery per week. Bedcare has also acquired an HGV licence for 1x 7.5tonne vehicle on site which means that they could bulk load stock from their storage facility (storage size permitting) direct to their courier facility in Milton Keynes, eliminating the need for multiple collections from the courier coming to site.

Essentially the argument given is that if they are able to store more on site, this will reduce the number of vehicular movements required for both delivery and collections.

The Highways officer has no objections on this basis, provided that the additional storage created is conditioned to be used in conjunction with the other business on site.

The Parish Council have objected stating that it has been noticed that there has been an increase in traffic at the site. The agent argument is that if more storage is available this will allow vehicle movements to be reduced. This is plausible and there are no objections from the Highways officer on this basis, but Members must consider that whilst the extension can be conditioned to be used in conjunction with the other business on site, there is no way to condition the number of vehicular movements to and from the site.

The proposal would comply with the principles of the NPPF, Policy CS11 of the Core Strategy, Policy DM15 of the SADMPP and Policy 10 of the Walpole Cross Keys Neighbourhood Plan.

Flood Risk

The application site is located within Flood Zone 3 and a tidal hazard mapping area. The sequential test is not required in this instance as it involves the extension of an existing storage unit and therefore it would not be possible to site the building in a different location. Notwithstanding this it is of note that the whole of Walpole Cross Keys is within Flood Zone 3 and a tidal hazard mapping area and therefore should the sequential test have been required; the application would have passed the test. There are no objections from the Environment Agency which recommends the mitigation within the flood risk assessment is conditioned.

Policy 6 (Managing and Reducing Flood Risk) of the Walpole Cross Keys neighbourhood plan requires applications to contribute towards effectively managing flood risk in the neighbourhood plan area. The application includes the demolition of some glasshouses in proximity to the proposed extension with the intention of reducing some of the impermeable surfaces on site. The existing storage unit has a water harvesting tank which serves to store water prior to its use either in the neighbouring glasshouses/polytunnels, or if necessary, it drains to the adjacent watercourse (and has approval from the IDB). It is proposed to drain the proposed extension in a similar way, however more details are needed and therefore a pre-commencement condition is to be put on any decision notice requiring surface water drainage details prior to any building works commencing. This has been agreed by the agent.

The proposal therefore complies with the principles of the NPPF, Policy CS08 of the Core Strategy and Policy 6 of the Walpole Cross Keys Neighbourhood Plan.

Other material considerations

Environmental Quality raise no objection to the application on contaminated land or air quality grounds.

Crime and Disorder

There are no issues arising from this application with regard to crime and disorder.

CONCLUSION

The proposed extension of an existing storage building is acceptable in principle, especially when taking into consideration the extant planning consents on site which allow an industrial use. The NPPF promotes decisions which help create conditions in which businesses can invest and expand, and this application relates to an existing business which is intending to expand and which would not have an adverse impact upon residential amenity or highway safety, subject to restrictive conditions.

Overall the proposal is considered to comply with the principles of the NPPF, Policies CS06, CS08, CS10 and CS11 of the Core Strategy 2011, Policies DM2, DM15 and DM17 of the SADMPP 2016 and Policies 5, 6, 7 and 10 of the Walpole Cross Keys Neighbourhood Plan 2017 and is therefore recommended for approval.

RECOMMENDATION:

APPROVE subject to the imposition of the following condition(s):

- 1 Condition The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 1 Reason To comply with Section 91 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 2 Condition The development hereby permitted shall be carried out in accordance with the following approved plans; 20-L43-PL001 'Proposed Site and Location Plan', 20-L43-PL003 'Proposed Floor Plans', and 20-L43-PL004 'Proposed Elevations and Section'.
- 2 Reason For the avoidance of doubt and in the interests of proper planning.
- 3 Condition The development hereby approved shall be constructed in accordance with the Flood Risk Assessment by Ellingham Consulting Ltd (Ref: ECL0143-1/TRUNDLEY DESIGN SERVICES LTD) dated September 2020.
 - Finished floor levels shall be set at 300mm above the existing ground level.
 - Flood resilient measures will be incorporated no lower than 3.7mAOD.
- 3 Reason In order to prevent an increased risk of flooding in accordance with the principles of the NPPF.

- 4 Condition No development shall commence on site until full details of the surface water drainage arrangements have been submitted to and approved in writing by the Local Planning Authority. The drainage details shall be constructed as approved before any part of the development hereby permitted is brought into use.
- 4 Reason To ensure that there is a satisfactory means of drainage in accordance with the NPPF.
- 5 Condition The use of the extension hereby approved shall be for storage only, and shall only be used in conjunction with the business operating from the attached building approved under planning permission reference 18/00820/F and the business within the building approved under prior approval reference 17/01431/PACU5, both of which are identified in blue land on drawing 20-L43-PL001.
- 5 Reason In the interests of the amenities of the locality and highway safety in accordance with the principles of the NPPF.
- 6 Condition Prior to the first use of the extension hereby approved the glasshouses, indicated on drawing number 20-L43-PL001 for removal, shall be demolished and the materials removed from site, unless otherwise agreed in writing by the Local Planning Authority.
- 6 Reason To ensure there is sufficient parking and to aid with surface water drainage in accordance with the principles of the NPPF, Policy DM17 of the Site Allocations and Development Management Policies Plan and Policy 6 of the Walpole Cross Keys neighbourhood plan.