

19/17/0016

STERLING SERVICES LTD

Replacement of Nissen shed with erection of a portal frame industrial unit at Station Works, Station Road, Hatch Beauchamp (retention of works already undertaken)

Location: STATION WORKS, STATION ROAD, HATCH BEAUCHAMP,
TAUNTON, TA3 6SQ

Grid Reference: 330505.120414

Retention of Building/Works etc.

Recommendation

Recommended decision: Conditional Approval

Recommended Conditions (if applicable)

1. The development hereby permitted shall be carried out in accordance with the following approved plans:

(A3) DrNo C001-LP-001 Rev P1 Location Plan
(A1) DrNo C001-MP-003 Rev P1 Proposed Site Master Plan
(A1) DrNo C001-FP-001 Rev P1 Ground Floor Plan
(A1) DrNo C001-FP-002 Rev P1 Roof Plan
(A1) DrNo C001-EL-001 Rev P1 Elevations 1-1 & 2-2
(A1) DrNo C001-EL-002 Rev P1 Elevation 3-3
(A1) DrNo C001-EL-003 Rev P1 Section A-A
(A1) DrNo C001-EL-004 Rev P1 Section B-B
(A1) DrNo 17108 L94.01 Rev C Landscape Screening Option

Reason: For the avoidance of doubt and in the interests of proper planning.

2. Only those materials specified in the application shall be used in carrying out the development hereby permitted unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure that the proposed development does not harm the character and appearance of the area in accordance with Policy DM1 of the Taunton Deane Core Strategy.

3. No machinery shall be operated, no process shall be carried out and no deliveries taken at or dispatched from the site outside the following times
0730hrs – 1800hrs on Mondays to Fridays, 0730hrs - 1500hrs on Saturdays

nor at any time on Sundays, Bank or Public Holidays.

Reason: To minimise the impact of the development in accordance with Policy DM1(E) of the Taunton Deane Core Strategy.

4. The building hereby permitted shall be demolished to ground level and all materials resulting from the demolition shall be removed within six months of the date of failure to meet any one of the requirements set out in (i) to (iv) below:
 - i. within 3 months of the date of this decision a scheme for landscaping along the south-western boundary shall have been submitted for the written approval of the local planning authority and the scheme shall include a timetable for its implementation;
 - ii. if within 11 months of the date of this decision the local planning authority refuse to approve the scheme or fail to give a decision within the prescribed period, an appeal shall have been made to, and accepted as validly made by, the Secretary of State;
 - iii. if an appeal is made in pursuance of (ii) above, that appeal shall have been finally determined and the submitted scheme shall have been approved by the Secretary of State;
 - iv. the approved scheme shall have been carried out and completed in accordance with the approved timetable.

Notes to Applicant

1. In accordance with paragraphs 186 and 187 of the National Planning Policy Framework the Council has worked in a positive and pro-active way and has imposed planning conditions to enable the grant of planning permission.
2. Your attention is drawn to the publication 'Secure by Design' as a means of designing out crime. You are advised to contact the Police Liason Officer at Somerset West Police District, Police Station, Shuttern, Taunton, TA1 3QA.
3. You are advised that a separate Listed Building Consent is required for this proposal.
4. All staff should be advised that they should park within the application site and not on the public highway.
5. Drivers of HGVs visiting the site should be advised to manoeuvre within the site and leave in a forward gear and not reverse along Station Road.

Proposal

The application submitted in retrospect proposes the construction of a portal frame

industrial unit. The site currently operates as a manufacturer of architectural precast concrete and the proposed shed will be used for a similar function, for the fabrication and preparation of timber precast concrete moulds, the fabrication of steel reinforcement cages and casting concrete. Electric overhead gantry cranes will be installed within the building to replace the existing diesel mobile crane.

The application proposes a building measuring 116.5m long and 12.1m wide, with a maximum height of 10.7m. The building is to be constructed in corrugated metal sheeting in 'Moorland Green'. An existing building located adjacent to the south-western elevation is proposed to be reclad and incorporated as part of the proposed building.

The building incorporates a fully enclosed casting shed and a partially enclosed finishing shed with overhead electric gantry crane.

In addition to an Access and Design Statement, the application is supported by a Noise Impact Assessment, an Economic Benefits Statement and a Heritage Impact Assessment.

Site Description

The site lies within the defined settlement boundary of Hatch Beauchamp, to the north-east of Station Road in the old station premises. There are a number of existing buildings within the site used in connection with the business, including the old ticket office, a grade II listed building, the setting of which will be affected by the proposal. The application has been advertised accordingly.

The site is set into a deep cutting in which the railway line originally ran. The site is screened to the north-east to some extent by existing vegetation, some of which is protected by Tree Preservation Orders. Residential properties and a primary school lie to the south-west

The previous approval 19/16/0018 allowed the removal of existing buildings to be replaced by a portal frame industrial building. The original buildings have been demolished and the building is being constructed in accordance with the current application.

Relevant Planning History

9/00/0015 - Retention of building and erection of buildings to be used for storage and manufacture of pre-cast concrete panels - Approved - 31 January 2001

19/14/0002 - Felling and works to trees covered by TPO - Approved - 20 May 2014

19/16/0004 - Felling and works to trees covered by TPO - Approved - 6 June 2016

19/16/0018 - Replacement of Nissen shed with portal frame industrial unit - Approved - 16 March 2017

Consultation Responses.

HATCH BEAUCHAMP PARISH COUNCIL - Councillors realise that this application, and the disappointing manner in which Sterling have gone about constructing the

building, has raised very strong feelings within the parish. Over a series of meetings and a site visit, Councillors have gathered a wide range of information and breadth of opinion to enable the Parish Council to formulate a response to the application.

Councillors unanimously resolved to SUPPORT the application, but with the following strong reservations which it is hoped Taunton Deane will give full weight and consideration to before coming to a final conclusion.

- screening along the whole street boundary of the site must be ensured
- noise levels that are appropriate for the site and production method should be set, and monitored to ensure that they are not exceeded
- security at the site needs to be appraised in regard to recent break-ins, and measures employed to prevent further disturbances must be considered with due regard to neighbouring residential properties
- significant concerns have been raised regarding the traffic generated by the site. It is vital that Taunton Deane are satisfied that the necessary infrastructure is in place to support vehicles safely accessing the site. Two issues have been particularly highlighted as a concern by parishioners and the Parish Council would greatly appreciate Taunton Deane's support in ensuring that:
 - i. Large HGVs accessing the site are prevented from reversing down Station Road. There is adequate turning room for large vehicles on the site and reversing down Station Road, particularly without the aid of a banksman, is unnecessary and dangerous.
 - ii. Sterling staff should be prevented from parking vehicles on Station Road. Station Road is a narrow road with a primary school very close to the Sterling site. Car parking along the road cause a significant road safety issue for the young children, and their parents, accessing the school.

ENVIRONMENTAL HEALTH - Comments awaited

BIODIVERSITY - No comments

PLANNING ENFORCEMENT - Outstanding enforcement case on the site relating to the size of the building.

ECONOMIC DEVELOPMENT - Enterprise in rural areas is vital to the growth of Taunton Deanes economy, supporting a high proportion of local jobs both directly and indirectly. In a broad sense I am therefore happy to support this application, so long as it complies with the relevant planning policies.

TRANSPORT DEVELOPMENT GROUP - Standing advice applies

HERITAGE - Hatch Beauchamp Railway Station was listed as a Grade II listed Building in March 1988. The building was built in approximately 1865, is single storey built in red brick with ashlar quoins and has a slate roof. The dominant chimneys have been lowered and capped, one of these since it was listed. The canopy of the building is on the north eastern side of the building that faces the part of the building that this application relates to. Adjoining the station is another vernacular station building which is not listed. The railway buildings are located within a treed cutting and did lie parallel to the railway line and siding which have been removed and the track bed has been raised so there is no evidence of the

track bed in the vicinity of the vernacular railway buildings. There are a number of other buildings that have been erected since 1975 which are mainly metal clad and generally single storey or one and half storeys in height. When planning permission was granted for some of these buildings the setting of listed buildings did not need to be taken into account as the station building was not listed until March 1988. There are also a number of portacabins that lie to the south of the station building. There are also areas of open air storage.

The metal clad building that has been erected directly to the rear of the station building replaces a single storey Nissen building that was lower than the station building. This building is very close to the station building and towers above and dominates the station building. The use of metal cladding is appropriate as many station buildings used this material.

It is considered that the setting of the station building has changed significantly since the station closed with the loss of the platform and track and the introduction of a business use and the associated buildings and storage. The replacement however of the nissen hut which was subservient to the listed building in terms of materials, size and design with such a large building so close to the station building is considered to adversely affect the setting of the station building due to its location and size.

As it is considered that the setting of the listed building is adversely affected Paragraph 132 of the NPPF is of importance and states,

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Assessing the setting of a listed building is set out in Historic England's publication, The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3. There are 5 steps that need to be looked at and this is outlined on page 6. These have been taken into account and the conclusion is that the setting is significantly adversely affected for the reasons given above and below.

The areas that have been looked at are as follows. The setting of the Station House lies within the cutting that the building is situated in and the low buildings that have been erected over the years. The station building is still seen as one of the main buildings due to its location within the cutting, materials and design. The degree that this setting has on the contribution it makes to the significance of the listed building then needs to be assessed. This relates to the assets physical surroundings and the experience of the listed building. Here the topography is important and the changes that have occurred over time together with the prominence of the building as a focal point. The third stage involves assessing the location, siting of the proposed development, the form and appearance of the development, other effects of the

development and the permanence of the development. Here the proximity of the proposed development to the listed building and its extent are important criteria together with the dominance, size, scale, design and massing of the new development and how it competes or distracts from the station building. It is considered that the new building competes and dominates the station building. In addition the permanence of the building needs to be taken into account, its reversability together with economic and social viability. The building can be removed and arguments have been put forward by the applicant as to why the building is required. Whether this means that the location the building is by the station building is the only solution I have not investigated. The final stage is maximising enhancement and minimising harm. Here enhancement can be achieved through, for example, the removal of an intrusive building, replacement of a detrimental feature by a new more harmonious one, restoring a lost historic feature, introduces a new feature that adds to the public appreciation of the building, introduces new views and improving public access. Here is it considered that none of these criteria are met.

It was noted at the site meeting that the substantial wiring that is required for the new building is attached to the station building in a visually harmful way. This could be put underground and discussions could be held with the applicant to improve this part of the listed building. The applicant has verbally stated that he is happy to look at repositioning this cabling and removing the metal backboard that is attached to this part of the listed building. The roof and canopy has also been damaged and needs repairing.

If once the application has been assessed from all angles it is determined that there is less than substantial harm, under paragraph 134 of the NPPF this harm needs to be weighed against the public benefits of the proposal including securing the optimum viable use of the listed building. I have not assessed the proposal under this paragraph as I have concluded that there is substantial harm.

Representations Received

Ten representations have been received, **nine objecting** to the proposal and **one in support**. The objections make some or all of the following comments:

- considerable expansion of development on the site since 2016
- the building is not suitable for the area and is larger than originally proposed
- not in keeping with the neighbourhood and is clearly visible all year round
- creates overshadowing of area due to size and appearance
- unacceptable levels of noise and disturbance, with a negative affect on health and well-being
- negative visual impact on landscape
- increased traffic, including large lorries and additional staff, resulting in a reduction of highway safety
- no pavement along stretches of Station Road
- the road has insufficient capacity to accommodate expansion
- in close proximity to primary school
- detrimental impact on listed building by disrupting it setting
- loss of trees covered by Tree Preservation Orders
- not a sustainable form of development
- unclear as to what the new building is to be used for, appears to be a loading

area

- dust and air pollution created by the site is detrimental to health and well-being
- detrimental to quality of life

The representation **supporting** the application makes the following comments:

- noise has reduced
- with appropriate adequate screening, the new building will blend well

Planning Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications are determined in accordance with the development plan unless material considerations indicate otherwise.

The development plan for Taunton Deane comprises the Taunton Deane Core Strategy (2012), the Taunton Site Allocations and Development Management Plan (2016), the Taunton Town Centre Area Action Plan (2008), Somerset Minerals Local Plan (2015), and Somerset Waste Core Strategy (2013).

Relevant policies of the development plan are listed below.

DM1 - General requirements,
CP2 - Economy,
CP8 - Environment,
D7 - Design quality,
DM5 - Use of resources and sustainable design,
NPPF - National Planning Policy Framework,

Local finance considerations

Community Infrastructure Levy

The development does not attract an infrastructure levy.

Determining issues and considerations

Principle of Development

The National Planning Policy Framework paragraphs 18 to 22 refer to Building a strong economy and that 'the planning system does everything it can to support sustainable economic growth'.

Policy CP2 sets out the requirements for economic development. Paragraph 3.34 states 'An important part of the Plan's strategy is to retain existing employment provision and allocations in the urban areas to provide local opportunities for employment and economic growth'.

The business has been established for a number of years, with original approval being granted in 1975, and provides local employment opportunities. The current business has been on site since 1997. A total of 41 people (full-time and part-time) are employed on the site.

The proposed building sits on the existing hardstanding area and the natural ground level means the proposed building would be partly screened from the surrounding area. Existing trees along the bank to the north-east provide a visual barrier. A number of the trees are protected by Tree Preservation Orders. From the south-west the site is screened by existing hedgerows and planting.

Noise

Policy DM1 e. of the Core Strategy requires that potential pollution and nuisance which could arise as a result of the development will not unacceptably harm public health and safety, the amenity of individual dwellings or residential area.

The provision of the electric gantry would significantly reduce the number of movements by the diesel mobile cranes.

The Noise Impact Assessment submitted by Acoustic Consultants Ltd indicates that whilst there would be no increase in noise as the result of the development, in some areas the development would reduce the noise by up to 10dB. It is suggested that a condition be included to ensure the noise emitted by the development does not exceed the levels indicated in the report, in order for the application to comply with the aims of the NPPF.

A condition is proposed to control the hours of operation within the site to reflect the previously approved hours of operation.

Traffic

The Transport Development Group response indicated that Standing Advice applies. Policy A1 of the SADMP sets out the car parking requirements for such a development, which indicates that for general industrial uses one car parking space is required for every 75m² of floorspace. However the application does not propose an increase to the number of car parking spaces within the site. The application acknowledges there is an increase in staff from 31 to 41.

The increase in internal floorspace is to accommodate uses which are currently carried out externally and as such would not be a significant increase in activity. It is considered that, given the proposal is rationalising existing activities on the site, additional staff car parking would not be required in this instance.

It is considered that there would be no greater impact on highway safety.

The Parish Council and local residents have raised issues regarding highway safety and in particular, preventing lorries reversing down Station Road and preventing staff parking along Station Road. Whilst an appropriate note can be included with the decision, the Council is unable to enforce the way vehicles manoeuvre on the public

highway or where private cars park.

Impact on the Listed Building

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act requires that special regard is paid to the desirability of preserving the listed building, its setting and any features of historic or architectural interest when deciding whether to grant planning permission.

NPPF.12. refers to Conserving and enhancing the historic environment. The applicant has submitted a Heritage Statement with the application which describes the significance of the heritage asset and the contribution made by its setting. This assessment is required to be taken into account when considering the impact of the proposal on the heritage asset.

Weight should also be given to the significance of the asset. The more important the asset the greater the weight should be.

The railway buildings are located within a treed cutting. There is one other retained building previously associated with the railway, however the building is not listed. All other paraphernalia relating to the railway use such as the tracks and the platform have been removed. There are limited views of the building from outside the site and from the public realm.

The heritage asset has been used as an office in association with the concrete business for over 40 years. As a result the building has been maintained and has been operating as a viable use consistent with the conservation of the building. The use is considered to be sustainable and makes a positive contribution to the economic viability of the site.

The Conservation Officer has concluded that the proposed development would have substantial harm on the listed building. However, given that the value of the heritage asset in terms of its setting has eroded over time, with the proliferation of out-of-scale industrial buildings in the vicinity, the case officer does not agree and considers that the construction of the building would have less than substantial harm, which has to be weighed against the public benefits of the proposal.

Visual Impact

A key issue is the design of the replacement building and the visual impact it would have on the settlement and street scene.

The materials to be used are considered to be appropriate and in keeping with the surrounding area. Whilst there is significant increase in floor area and building height, the development would rationalise existing manufacture on the site, provide enhanced worked environment through better floor surfaces, lighting and ventilation. The building would allow for additional manufacturing operations to be carried out in an enclosed environment. The building is set into the cutting. The roof of the building would be visible from outside the site. However, improved landscaping along the south-western boundary would help to improve screening and reduce the visual impact of such a

large building. The construction of the building would also incorporate improvements to security on the site.

A number of issues have been raised regarding the impact of the building on visual amenity and the lack of planting along the south-western boundary. A landscaping scheme has been submitted proposing a range of native planting along Station Road to continue the natural vegetation along a section of the boundary where there is an existing break and to provide screening of the site from the residential properties nearby. It is considered that the provision of the landscaping would help to screen the building from Station Road and from the dwellings in that locality. However the landscaping scheme should address the whole of the frontage along Station Road and therefore an appropriate condition is proposed.

No trees covered by Tree Preservation Orders are proposed to be removed as a consequence of the development.

Conclusion

The less than substantial harm to the heritage asset should be weighed against the public benefits of the proposal including securing optimum viable use (of the asset). It is considered that the public benefits of the proposal are primarily economic, including securing local jobs, the continuation of a sustainable business on the site and continued support of the local community. With the continued use of the site for the business, the viable use of the asset is assured.

It is considered that, on balance, the construction of a 'fit for purpose' building, to contain activities that are currently being carried out outside, is acceptable and complies with the requirements of the relevant national and local policies.

Approval is recommended.

In preparing this report the planning officer has considered fully the implications and requirements of the Human Rights Act 1998.

Contact Officer: Denise Grandfield