

<b>App.No:</b> 150072 (PPP)	<b>Decision Due Date:</b> 20 March 2015	<b>Ward:</b> Hampden Park
<b>Officer:</b> Toby Balcikonis	<b>Site visit date:</b> 24 February 2015	<b>Type:</b> Planning Permission
<b>Site Notice(s) Expiry date:</b> 28 February 2015		
<b>Neighbour Con Expiry:</b> 28 February 2015		
<b>Weekly list Expiry:</b> 16 February 2015		
<b>Press Notice(s):</b>		
<b>Over 8/13 week reason:</b> An extension of time has been agreed with the applicant		
<b>Location:</b> 21-23 & 25 Edison Road, Eastbourne		
<b>Proposal:</b> Demolition of existing unit and replacement with new highbay warehouse, loading bay area, plant room and associated offices.		
<b>Applicant:</b> The Owner and/or Occupier		
<b>Recommendation:</b> Approve with conditions		

### Executive Summary:

- The application site is located within the Highfield (South) Industrial Estate, which is a designated Industrial Estate (Eastbourne Borough Plan Policy BI2: Designated Industrial Estates) on the Eastbourne Policies Map, and within the Proposed Submission Version of the Employment Land Local Plan (November 2014). It is also located within the Hampden Park neighbourhood as identified in the Eastbourne Core Strategy Local Plan.
- Permission is sought for the erection of a highbay warehouse with a floor area of 2,483 square metres in lieu of 3 existing and currently empty industrial units adjacent to the South West boundary of the estate adjacent to Lottbridge Drove.
- The use of the new facility will be utilized in support of the operational requirements for Gardners Books.
- The new facility will generate between 75 – 100 new jobs
- The applicant, Gardners Books, operates a successful business from the Industrial Estate
- Gardners is the largest book wholesaler in the UK and Europe's leading wholesale distributor of English language physical and digital products and content and is single largest private employer in the town.
- The proposal is supported by Core Strategy Policy D2: Economy, which encourages development which supports improvements in the local jobs market through creation of additional jobs and employment diversification, and maximises the use of existing employment sites, through redevelopment for employment use and increased density on existing industrial estates, and the upgrading of the existing

stock. It is also supported by Core Strategy Policy C7: Hampden Park Neighbourhood Policy, which encourages intensification of industrial estates.

- The level of traffic generation from the proposal is considered to be acceptable and can be accommodated on the highway network without a significant impact.

Located within a designated industrial estate, and away from any residential properties, the proposed development is considered acceptable in planning terms.

### **Constraints:**

#### **Environment Agency Flood Defences**

Areas Benefiting from Flood Defences

#### **Relevant Planning Policies:**

National Planning Policy Framework

Section 128 – Archaeology

Eastbourne Core Strategy Local Plan Policies 2013

B1: Spatial Development Strategy and Distribution

B2: Creating Sustainable Neighbourhoods

C7: Hampden Park Neighbourhood Policy

D1: Sustainable Development

D2: Economy

D8: Sustainable Travel

D10: Historic Environment

D10A: Design

Eastbourne Borough Plan Saved Policies 2007

UHT1: Design of New Development

UHT2: Height of Buildings

UHT4: Visual Amenity

UHT7: Landscaping

BI2: Designated Industrial Areas

BI7: Design Criteria

TR2: Travel Demands

TR6: Provision for Cyclists

TR11: Car Parking

#### **Site Description:**

The application is a triple unit (comprising of 21, 23 and 25 Edison Road) located on the Highfield Industrial Estate, backing on to Lottbridge Drive to the South West and fronting Edison Road to the North East, an un-adopted road within the industrial estate. The application site area covers 5,423 sqm.

A parking area is located to the front of the building accessed from Edison Road, and surrounding units within the Highfield Industrial Estate include: The Kings Centre (27 Edison Road) located at a distance of approximately 16.5 metres to the West; Smith & Ouzman (19 Edison Road) and A1 Removals (17 Edison Road) all located to the East. Adjacent units located on the opposite (Southern) side of Lottbridge Drive include:

Dunelm Mill (1 Marshall Road); Magnet (5 Marshall Road) and Fludes Carpets (7 Marshall Road).

The Highfield Industrial Estate is accessed from the Willingdon Drove, (the nearest adopted Highway) onto Whittle Drive the entrance of which is occupied by large industrial units belonging to the applicant (Gardners Books) which are linked via a raised link walkway spanning Whittle Drive.

**Relevant Planning History:**

EB/2008/0619 – 1 Whittle Drive (Gardners Books)  
Erection of extension to existing building to provide high bay storage area  
Approved Conditionally – 12/12/2008

EB/2008/0377 – 1 Whittle Drive (Gardners Books)  
Retrospective application for provision of hard standing to rear of building including an area for helicopter landing and take-off  
Granted subject to unilateral legal agreement. – 09/07/2008

EB/2008/0087 – 1 Whittle Drive (Gardners Books)  
Erection of a single storey extension to pallet store.  
Granted – subject to a unilateral legal agreement. – 07/03/2008

EB/2004/0206 – 1 Whittle Drive (Gardners Books)  
Extension to existing pallet store  
Approved Unconditionally – 26/04/2015

**Proposed development:**

The applicant seeks permission to demolish the existing triple industrial unit (numbered 21-23 and 25 Edison Road) and replace it with a new highbay warehouse, loading bay area, plant room and associated offices for use with the expanding business at Gardners Books.

The new unit, with a floor area of 2,843 square metres (sqm), replacing the existing empty units, would provide employment for between 75 – 100 new employees.

The development would comprise of 3 adjoined modules:

- Module 1 - High Bay storage area itself which would measure approximately 16.70 metres in height inclusive of a shallow pitched roof (15 metres to the eaves).
- Module 2 – Constructed along the North West Elevation (fronting Kings Church) the docking bays for the delivery vehicles would project approximately 19.15 metres from the front of elevation of the main High Bay module and would be 5.6 metres in height.
- Module 3 located in the Eastern corner of the site has an 'L' shape and contains a tank room and a plant room, as well as a rest room and locker room. Constructed along the South East boundary (fronting A1 Removals) the module is approximately 8.5 metres in height.

All of the proposed modules would be finished in facing brickwork to the ground floor with upper floors covered with insulated wall and roof panel cladding of type, colour and profile to match that existing on units 1 and 2 Whittle Drive, belonging to the applicant.

A new vehicular entrance would be formed opposite the road Junction of Edison Road to facilitate ease of movement for the lorries using the loading / unloading area, with the existing entrance on the North Elevation closed to make way for 'Module 3'.

Modules 2 and 3 would form the flank boundaries of the site, with front and corners of the site (along Edison Road) proposed to be bounded by a new hedge to enclose the site save for the newly formed vehicular entrance.

### **Consultations:**

#### Internal:

Specialist Advisor (Economic Development) - Supported

- Vacant warehouse being brought back in to use
- 536sqmetres of additional floor space created
  - Storage, plant and offices

#### REQUIREMENTS:

- S.106 Local Labour Agreement
  - As per 'Local Employment and Training Technical Guidance Note'
  - Relating to both construction and operational staff

Specialist Advisor (Planning Policy) - Fully supported by existing policy and emerging Employment Land Local Plan

- Application land is a Designated Industrial Estate – Policy BI2: Designated Industrial Estates
  - Supported by Core Strategy Policy D2: Economy; C7: Hampden Park Neighbourhood Policy
  - Increasing gross floor space to 3,379 sqm. would contribute towards requirement for up to 20,000 sqm. between 2012 – 2027.
  - Creation of 75-100 additional jobs
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Specialist Advisor Arboriculture – No trees or shrubs at the site that are worthy of protection, suggest soft landscape condition be attached to any approval.

#### External:

County Archaeologist – The applicant has undertaken a geotechnical survey identifying the presence of surviving peat deposits beneath the site, which have a high potential to contain prehistoric remains.

Recommendation that the area affected by the proposals should be the subject of a 'Programme of Archaeological Works', in accordance with a 'Written Scheme of Archaeological Investigation' to accord with Section 128 of the NPPF.

It is also recommended that any planning permission be conditioned that the site should not be brought in to use until completion of the Archaeological Site Investigation and

Post Investigation Assessment, in accordance with the aforementioned programme set out in the Written Scheme of Investigation.

Highways ESCC – Recommend conditional approval

- The industrial estate does not form part of the adopted highway (the nearest being Willingdon Drove).
- Pre-application discussions took place
  - Level of traffic generation considered acceptable
  - Can be accommodated on the highway network without significant impact
  - Visits confirmed that existing carparks have spare capacity
- Travel Plan to be secure by Legal Agreement in order to manage parking and to ensure vehicle trips to the site are kept to a minimum.
- Site is located within walking distance of bus stops and the railway station, in addition to a number of cycle routes.
  - Also potential for car sharing within the organisation

FURTHER RECOMMENDATIONS:

- S.106 agreement to secure a Travel Plan (including a £4,500 auditing fee)
- Pre-demolition condition of Traffic Management Scheme for submission and Approval

Neighbour Representations:

Letters of consultation were sent to neighbouring units as well as site notices displayed. No objections have been received, but concerns have been raised by the neighbouring unit at Kings Church who would be keen to avoid disruption to their day-to-day operations including issues of parking and visitor safety.

**Appraisal:**

Principle of development:

The Hampden Park Neighbourhood Policy aims to assist in the delivery of housing and employment opportunities for the town, which includes the encouragement of intensification of industrial estates.

Policy D2 states that job growth and economic prosperity will be supported which will be achieved in part by maximising the use of existing employment sites, through redevelopment for employment use and increased density on existing industrial estates, and the upgrading of existing stock.

The proposed development to erect a new, replacement industrial unit within the designated industrial estate is acceptable in principle and should be granted approval as long as it has been well designed in terms of siting, scale and materials in accordance with Policy UHT 1 concerning new development, and would be in-keeping with the character of the area to ensure there would be no unacceptable detrimental impact to visual amenity.

The NPPF recommends that sustainable development that supports economic growth should be supported without delay.

Design:

Policy BI 2 (Designated Industrial Areas) states that planning permission will be granted for new B1, B2 or B8 uses in the designated industrial areas subject to certain design criteria detailed in Policy BI 7.

Policy BI 7 states that new business and industrial development will be required to be well designed in terms of siting, scale and use of materials and should be landscaped to help conserve the site and to screen it from adjoining main roads and should accord with Policy UHT1.

The proposed design of the new buildings reflect in scale and materials used on existing buildings at the Gardners site in particular and the wider industrial estate in general.

Siting and layout:

Located within a designated industrial estate the new unit would replace existing industrial units constructed in the 1970s. The High bay, which is the main element of the development, would be constructed towards the Southern side of the plot adjacent to Lottbridge Drive, separated by a green strip of over 15 metres in depth proposed for soft landscaping appraised later in the report.

Activities associated with the use of the proposed buildings would be concentrated towards the front of the site within the courtyard formed by the buildings and proposed boundary treatments ensuring that any potential impact in terms of noise, and issues of safety to the public, are located away from the public realm in accordance with policy BI 7.

Scale:

Policy UHT 2 concerning the height of buildings, states that new development be of a height similar and conform with the majority of the surrounding buildings and take full account of its effect on the skyline and long distance views.

The industrial units situated along this section of Lottbridge Drive are currently relatively similar in their height, with the Kings Centre at approximately 8.5 metres in height, and the units comprising 15 – 26 Edison Road at just under 8 metres in height.

It is considered that the height of the proposed new highbay unit at just over 16 metres, is not without precedence within the Highfield Industrial Estate and nearby industrial areas. Permission has been granted to the applicant for a similarly sized industrial unit of over 16 metres in height under application reference EB/2008/0619. As with the current application, the permitted unit at 1 Whittle Drive is situated adjacent to a main road on the periphery of the estate.

Other examples of permitted units in the vicinity above 10 metres in height and highly visible from the adjacent highway include, the Morrisons store at over over 14.5 metres in height and Teva building at 41 Brampton Road (15.2 metres in height).

It is considered that the proposed development would have an acceptable impact on the skyline and would not be materially impactful upon the long and short range views of the site.

#### Materials:

The proposed finishes of facing brickwork at ground floor level and insulated wall and roof panel cladding would match the colour, type and profile of the nearby units 1 & 2 Whittle Drive, owned by the applicant and situated adjacent to Willingdon Drove and are considered to be in-keeping with that of a building located within an industrial estate.

#### Visual Amenity:

Policy UHT 4 states that development proposals will be judged with regard to their effect on visual amenity using the following criteria:

- a) Loss of natural screening;
- b) The degree to which additional screening enhances the surroundings;
- c) Erosion of local distinctiveness
- d) Effect on an important vista

As already appraised earlier in the report, there is considered to be no unacceptable erosion of local distinctiveness as a result of the erection of the new highbay and associated development, with the resulting development being in-keeping with its surroundings. Additionally, there are considered to be no important vistas that would be affected by the resulting development.

'Feature windows' would be installed to the rear elevation of the large façade, which would be non-functioning and whose sole purpose would be to help break up the visual bulk of the building and provide visual interest in order to improve the appearance of the building and provide a reference to scale.

#### Landscaping:

The scheme proposes areas of indicative landscaping these areas will be controlled via condition, notwithstanding this the suggested areas are considered appropriate and help to provide mitigate the extent of hard surfacing and built form at the site.

#### Impact of proposed development on amenity of adjoining occupiers and surrounding area:

The application site is located on a designated Industrial Estate with no residential occupiers located within close proximity of the site who would be impacted by the proposal.

#### Impact to Kings Centre:

The adjacent Kings Centre is considered to be the business that would likely be impacted the most from the proposed development.

Due to the increased height of the new high bay, it is considered that the neighbouring business would suffer from a degree of overshadowing and loss of light to some of the office space and conference rooms located on the Eastern side of the building with facing windows. The effects of overshadowing would be limited to the earlier part of the day

when the sun is at its lowest in the Eastern part of the sky and although regrettable, the impact is not considered to be unacceptable.

The Kings Centre has a variety of uses and runs many activities undergoing visits by members of the public, and by businesses using the site's conferencing facilities at different times in the day and week.

Due to the close proximity of the main Kings Centre entrance to the application site, there are some concerns of disruption occurring during the demolition and construction phases, this concern will be mitigated/controlled via an appropriate planning condition.

#### Impact to other Surrounding Businesses:

In order to ensure the safety of persons visiting the area and to minimise disruption caused to the surrounding businesses and local highway network, details of the scheme for the demolition and construction phase of the development should be secured by condition for approval by the Local Planning Authority including a schedule of works and a traffic management scheme for construction traffic in order that any disruption is successfully managed.

#### Impacts on highway network or access:

Policy BI 7 requires that any new development within an industrial estate provides adequate off-street car parking, access and loading facilities in compliance with adopted parking standards. including, where appropriate, adherence to an agreed Travel Plan.

#### Parking:

Policy TR11 states that permitted parking provision will reflect local public transport, cycle and pedestrian accessibility, and availability of public parking elsewhere to take in to account of operational need and local parking strategies.

Although there will be an increase in staffing levels, extra parking will be provided in the form of the existing car parking available to the rear of Unit 2 building belonging to the applicant, currently leased out to a local car dealership. Additionally, the existing parking has some capacity to absorb any additional demand, as evidenced on visits to the site. There are 267 car parking spaces available over 3 carpark sites within Gardners ownership (excluding on street parking within the estate, of which there are approximately 70 spaces).

The site location is within walking distance of bus stops and the railway station as well as being close to a number of cycle routes and therefore alternative modes of transport, other than a private car are considered a realistic option. Also given the number of people employed on site there would also seem to be scope for car sharing and therefore it is considered that there is appropriate provision for available parking for the proposal.

In addition, and to ensure compliance with Policies BI 7 and TR 6 (Facilities for cyclists) of the Eastbourne Borough Plan Saved Policies, the applicant would need to demonstrate that there is adequate for those cycling to the unit, in the form of provision for the storage of bicycles and the provision of washing/changing facilities.

#### Deliveries:



Within the industrial estate, Gardners Books already receives regular deliveries from the major publishers, and it is expected that much of the additional stock will be delivered on these same vehicles. To help minimise impact at peak times for deliveries, it is planned that goods trailers can be dropped off and collected on a planned schedule from the new yard area with its level loading docks.

It is thought that the number of lorries visiting the new unit on an average day would not exceed 10.

**Requirement for Travel Plan:**

In order to manage the parking situation and ensure vehicle trips to the site are kept to a minimum, a Travel Plan should be secured by legal agreement.

**Sustainability:**

Policy B2 of the Eastbourne Core Strategy Local plan states that a sustainable neighbourhood meets the local needs of the residents, where people have the opportunity to work locally.

Located within walking and cycling distance of residential neighbourhoods of Hampden Park, and located close to links by road and rail and adjacent to a cycle track, the new unit would be accessible to all users, helping to deliver economic and social well-being to Hampden Park and other adjoining neighbourhoods.

The new building would be subject to the latest Building Regulations standards, and with the latest technologies making the resulting unit more energy efficient than the 1970s built units it seeks to replace, helping to deliver environmental well-being. The applicant has stated their intention to use construction materials from sustainable sources with low embodied energy and low carbon input to accord with BREEAM standards.

In addition to the Waste Minimisation Statement already supplied, and to help ensure that the development is environmentally sustainable it is recommended that the applicant submit details of proposed recycling facilities and energy saving measures to help ensure environmental sustainability of the development and to comply with the requirements of Policy BI7.

**OTHER MATTERS:**

**Heritage Assets:**

The application site is located within an Archaeological Notification Area and below ground investigation undertaken by the applicant has revealed the presence of peat deposits likely to contain prehistoric remains.

In order to accord with the relevant paragraphs of the NPPF ('Conserving and enhancing the historic environment') it is recommended, in consultation with the County Archaeology Team, that the area affected by the proposals should be the subject of a 'Programme of Archaeological Works', in accordance with a 'Written Scheme of Archaeological Investigation'.

It is also recommended that any planning permission be conditioned that the site should not be brought in to use until completion of the Archaeological Site Investigation and

Post Investigation Assessment, in accordance with the aforementioned programme set out in the Written Scheme of Investigation.

**Emerging Planning Policy:**

The Proposed Submission version of the Employment Land Local Plan (November 2014) identifies the need to provide 43,000 sqm of employment (class B) floorspace in Eastbourne between 2012 and 2027, with 20,000 sqm of class B1c, B2 and B8 floorspace being provided through the intensification of sites within the existing Industrial Estates.

This proposal would be fully supported by the emerging policy, and gross floorspace figure of 3,379 sqm that would be provided by this application will contribute to achieving the target of 20,000 sqm of industrial floorspace to be provided on the Industrial Estates. In addition, the application will create between 75 to 100 additional jobs.

**Section 106 Agreements:**

The submitted Planning Statement indicates that wherever possible Gardners intend to use locally sourced builders and contractors during the design and construction of the new building, which it is recommended be secured through a Section 106 Local Labour Agreement.

Additionally, County Highways have advised that the provision of a Travel Plan, including the appropriate monitoring fee be secured through Section 106 Agreement in order to better understand and mitigate any impact that the growing business might have on the adjacent and local highway network.

**Flood Risk:**

The site lies within Flood Zone 3a based upon the Environment Agency flood risk mapping assessment, It is also land that benefits from ongoing flood defences maintained by the Environment Agency and Eastbourne Borough Council.

The minimum ground floor level of the new development will be set at 3.0 metres AOD (Above Ordnance Datum / Sea level) which is higher than 2.3m AOD predicted in a 1:100 year flood level and therefore there are no concerns that the new development would be at risk of flooding.

Additionally, it is considered that the proposed development, in lieu of existing units and associated hard surfacing, does not impact on flood risk elsewhere and therefore is acceptable in this regard.

**Human Rights Implications:**

The impacts of the proposal have been assessed as part of the application process. Consultation with the community has been undertaken and the impact on local people is set out above. The human rights considerations have been taken into account fully in balancing the planning issues; and furthermore the proposals will not result in any breach of the Equalities Act 2010.

**Conclusion:**

The proposed replacement industrial unit and associated development is considered appropriate in its scale, form, setting alignment, layout and use of materials. The

resulting development would harmonise with the appearance of the character of the local environment respecting local distinctiveness, making effective use of the site with the highest density appropriate to the locality.

Additionally, subject to further detail to be secured by condition, there should not be any unacceptable impact to the adjacent highway network, and that within the host industrial estate, as a direct result of the business being run from the replacement industrial unit.

In summary, this application is fully supported by existing policy in the Eastbourne Borough Plan and the Core Strategy, and by emerging policy in the Employment Land Local Plan.

**Recommendation:**

Approve with the following conditions and subject to a S106 agreement covering local employment initiatives and travel plan monitoring fee

**Conditions:**

1. Time
2. Approved Plans
- 3) External materials
- 4) Hard and soft landscaping
- 5) Cycle Storage.
- 6) Refuse Facilities .
- 7) Exterior lighting details
- 8) Limitation to hours of Loading or Unloading
- 9) Demolition and construction times
- 10). Construction method statement
- 11) Construction plant and machinery shall be parked/stored clear of the public highway
- 12) Traffic management scheme
- (13) Archaeological programme
- 14) Results of Investigation
- 15) Foundation design
- 16). Inaccordance with BREEAM

**Informatives**

**The applicant is advised to contact the local gas provider due to the close proximity to the site of a gas governor.**

It is expected that the **written scheme of investigation** will confirm the action to be taken and accord with the relevant portions of the East Sussex County Council document *Recommended Standard Conditions for Archaeological Fieldwork, Recording and*

**Appeal:**

Should the applicant appeal the decision the appropriate course of action to be followed, taking into account the criteria set by the Planning Inspectorate, is considered to be **written representations.**