

SCHEDULE A: Applications with Recommendation

13/0606

Item No: 06

Date of Committee: 15/11/2013

Appn Ref No:
13/0606

Applicant:
Pirelli Limited

Parish:
Carlisle

Date of Receipt:
07/10/2013

Agent:
Architects Plus (UK) Ltd

Ward:
Denton Holme

Location:

Pirelli Tyres Limited, Dalston Road, Carlisle, CA2
6AR

Proposal: Extension To Existing Manufacturing Facility; Modification Of Service Road; Regrading/Remodelling Of Areas Of Banking And Landscaping

REPORT

Case Officer: Angus Hutchinson

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 whether the proposal safeguards the living conditions of neighbouring residents;
- 2.2 whether the proposal safeguards the landscape and visual/historic amenity of the area;
- 2.3 whether the proposal safeguards the ecology (including protected species) and biodiversity of the area;
- 2.4 the suitability in provision of the replacement cricket pitch; and
- 2.5 the economic and social benefits.

3. Application Details

The Site

- 3.1 The Pirelli factory is located on the eastern side of Dalston Road to the immediate south of the Crematorium/Cemetery, north of the terraced houses at 1-8 Irving Place, and west of the River Caldew/Caldew cycletrack. Cummersdale and the access road run parallel to the southern boundary. A

public footpath lies along the northern boundary.

- 3.2 The premises comprise a social club, a gatehouse, warehouse, canteen, the factory and associated offices/boiler house, a tyre finishing building, test building, trailer park, a car park, and sports pitch. The main factory building has six bays and is constructed externally in brickwork and metal corrugated sheeting.
- 3.3 The Pirelli site is designated a Primary Employment Area; the land to the south as an Urban Fringe Landscape; and the adjoining land to the east part of a Primary Leisure Area and Conservation Area. The River Caldw is a designated SSSI/SAC. The land to the east and north falls within the Holme Head Conservation Area.

The Proposal

- 3.4 The current application seeks full permission for the construction of an extension to the production area and an extension containing a storage and retrieval facility for (uncured) tyres. The proposed extension to the production area measures 210m by 20m; and the storage/retrieval facility measures 210m by 20m. Both extensions are to be of the same heights, external materials and forms of construction as the existing factory building. As part of this project an existing cricket pitch, associated with the on-site Sports and Social club, is to be relocated closer to changing facilities on the Carlisle side of the factory.
- 3.5 The submitted plans and form are accompanied by an Environmental Impact Assessment Statement; Statements in Support (including a Planning and Access Statement); a Scoping Survey for European Protected Species prepared by OpenSpace; and a Desk-Based Assessment and Archaeological Evaluation Report prepared by Oxford Archaeology North.
- 3.6 The Environmental Impact Assessment summarises the situation by explaining, amongst other things, that:
- there may be a small increase in direct jobs, but the main impact of the projects will be to secure the circa 850 existing jobs, around 3,000 supplier jobs and, in the short term, local construction jobs;
 - the projects will not significantly increase the output of the factory therefore little change is expected in traffic to or from the factory;
 - the proposed extensions will house new process machinery which will have a higher technical capability and provide Pirelli with the technical capacity to produce new more environmentally sustainable tyres;
 - no increase in noise or vibration levels are expected as machinery will be similar to existing albeit a few metres closer to residents – current levels are low and well within permitted guidelines;
 - the factory will continue to operate the same working pattern, based on shifts, 24 hours per day, 7 days a week;
 - the Pirelli site operates under an environmental permit (IPPC/039M:000162) which is regulated and audited every 6 months

by the City Council;

- air quality is regularly monitored and the readings shared with Environmental Services. Some fume is generated by one of the planned processes; however this merely a substitute for an existing machine which will be decommissioned. There is no expectation of a negative impact on the amount or nature of the fume with respect to existing. No dust will be generated by these processes.
- emissions of dust and fumes from main emission points on site are monitored every 6 months by an occupational hygienist;
- the extensions must be viewed in the context of an existing large manufacturing facility which is currently identified on the Local Plan as a Primary Employment Area – the proposed extensions will help maintain the status of the site as such;
- The extensions are in an area which is remote from adjacent housing, with a broad buffer of sports fields partially enclosed by embankments. The extensions will bring the factory closer to the boundary, however, the embankments and barrier planting will be reinforced to reduce visual impact with native tree and shrub planting. Planting on the boundary, closer to any existing residences, maximises the visual screening effect of the existing and proposed buildings;
- All surface water for the site passes through an oil interceptor via either one of two outlets under a “consent to discharge” into the River Caldey. There are two trade effluent emission points under a “discharge consents” relating to effluent from the boiler house basement and mould cleaning rinse water. Both discharging points are sampled monthly by United Utilities;
- For the proposed factory extensions there is no foul drainage, purely surface drainage by roof gutters discharging into the existing underground drainage system; and
- In preparation of Pirelli purchasing what was then a farmland site a geological appraisal and preliminary site investigation were carried out in 1966 by Wm Coulson Ltd. The original boreholes were taken to the south of the present tyre manufacturing building where the proposed extensions are planned. The report did not highlight any contamination.

3.7 The “Scoping Survey for European Protected Species” prepared by OpenSpace concludes that the proposal poses no impact to European protected species and important habitats but makes the following recommendations:

- Need to retain a 3m buffer from an existing hedge;
- All site clearance and construction works should consider that individual otter/hedgehog might be present and therefore contractors should adhere to the general awareness measures provided;
- An appropriate lighting scheme will ensure there is no significant impact on any local populations of bats;
- Bird and bat boxes could be incorporated into the scheme;
- Could create wildlife areas, including features such as log piles;
- Planting beds using species of benefit to wildlife;
- Use of native tree and shrub species in any planting scheme;

- Native bulb planting where native tree and shrub species are planted;
- Make a hole/gap measuring approx. 12x12cm under fences to allow hedgehogs to commute and forage; and
- The area of standing water to the east could be enhanced and scraped out to create a pond for amphibians/birds.

- 3.8 The “Desk-Based Assessment and Archaeological Evaluation Report” undertaken Oxford Archaeology North identified a potentially significant archaeological resource in the vicinity of the current proposal. A Roman fort had been located at a distance of c300m to the south of the development; an earlier archaeological evaluation had found a medieval boundary ditch; and the site of Low Cummersdale farmhouse, which potentially had medieval origins, was located 120m to the north of the development area. The evaluation was undertaken in August 2013 and comprised five trenches on varying alignments. No archaeological features were identified in three of the trenches. The two remaining trenches contained tree throws. On the basis of the evaluation trenching Oxford Archaeology North conclude that the proposed smaller extension will not impact on any identified archaeological features or monuments.
- 3.7 The submitted application form indicates no changes in terms of the number of employees and parking provision.

4. Summary of Representations

- 4.1 This application has been advertised in the form of press and site notices, and the direct notification of the occupiers of 26 neighbouring properties. No formal or informal observations have been received at the time of preparing the report.

5. Summary of Consultation Responses

Cumbria County Council - (Econ. Dir. Highways & Transportation): - comments awaited.

Cummersdale Parish Council: - comments awaited.

Local Environment - Environmental Protection: - no objections.

Northern Gas Networks: - no objections, however there may be apparatus in the area that may be at risk during construction works and should the planning application be approved, then we require the promoter of these works to contact us directly to discuss our requirements in detail.

Ramblers Association: - no comments received.

Natural England - Larger Schemes with Env.St & Designated Sites (SSSIs, SACs, SPAs, Ramsar Sites): - if undertaken in strict accordance with the details submitted, it is not likely to have a significant effect on the interest features for which the River Eden SSSI and SAC has been notified/classified.

NE therefore advises that the Council is not required to undertake an Appropriate Assessment to assess the implications of this proposal on the site's conservation objectives.

The application falls within, or is within the setting of, the Solway Coast AONB. NE do not believe that that this development is likely to adversely affect the purpose of the AONB. Given the location of the development, your Authority should seek the view of the AONB prior to determining this application as they may have more detailed comments to make on the location, nature or design of this development.

This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nesting boxes.

Environment Agency: - comments awaited.

United Utilities: - comments awaited.

Cumbria County Council - (Archaeological Services): - the applicant has helpfully commissioned an archaeological evaluation of the proposed development area and the results show no significant archaeological remains will be disturbed by the development. No objections and do not wish to make any comments or recommendations.

6. Officer's Report

Assessment

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

6.2 Under the Carlisle District Local Plan 2001-2016 the policies of particular relevance are DP1, DP9, CP1, CP2, CP5, CP6, CP11, CP12, CP15, CP16, CP17, EC1, LE1, LE2, LE8, LE17, LE19, LC5, and T1. Paragraph 14 of the National Planning Policy Framework highlights the presumption in favour of sustainable development and that this should be seen as a golden thread running through decision taking.

6.3 On this basis it is considered that the five main issues are:

1) whether the proposal safeguards the living conditions of neighbouring residents;

2) whether the proposal safeguards the landscape and historic/visual amenity of the area;

3) whether the proposal safeguards the ecology (including protected species) and biodiversity of the area;

- 4) the suitability in provision of the replacement cricket pitch; and
- 5) the economic and social benefits.
- 6.5 When considering the living conditions of neighbouring residents it is apparent that proposed extensions are ancillary to the existing usage of the factory site as a whole. The layout of the proposed extensions are such that all activities associated with the manufacture of the tyres take place within the factory building, and the external activities still occur on the northern side away from the residents at Cummersdale Road and 1-8 Irving Place. The only openings on the southern elevations are emergency means of escape. The proposal should not noticeably exacerbate the current situation. As such, it is considered that the proposal (either directly or indirectly) would not have a detrimental impact on the living conditions of neighbouring residents in terms of noise and disturbance sufficient to merit the refusal of permission.
- 6.6 In relation to the visual amenity of the area, it is considered that the proposed structures are consistent with the scale and design of the existing buildings; are well related to the existing development; in a less conspicuous area of the site, although likely to be visible from Cummersdale Road. In order to help mitigate the situation, the opportunity can be taken to improve the landscaping along the southern boundary. The site is considered to be of a sufficient distance away so as not to impact on the character of the Solway Coast AONB; and in a location such as not to cause harm to the Holme Head Conservation Area.
- 6.7 When considering any impact on ecology (including protected species) it is evident that any harm can be avoided by the imposition of relevant conditions. Based on the relationship of the application site to the River Caldwel it is considered that the proposal will not cause any harm to biodiversity interest. This is in accord with the views of Natural England who have also advised that the Council is not required to undertake an Appropriate Assessment.
- 6.8 In relation to the relocation of the existing cricket square, Policy LC5 of the Local Plan 2001-2016 states that development which will result in the loss or encroachment upon school or private playing fields will not be permitted unless: adequate provision is made elsewhere; there is a demonstrable oversupply of provision; and/or access remains to a sufficient area of playing fields. In this case the proposal will lead to the loss of an existing facility, however, the replacement means that there would still be provision within the site as a whole.
- 6.9 Finally, the supporting information explains that the existing factory directly provides approximately 850 jobs, and indirectly supports a further 3000 jobs. The current proposal will secure the continued operation of the factory.

Other Matters

- 6.10 It is appreciated that there other potential issues (such as the disposal of surface water, security, access by disabled people, air quality, greenhouse gas emissions, and parking) but based on the nature of the proposal, location

and relationship to neighbouring land, and the existing controls in force these are not considered to be of sufficient significance as to determine any decision on the proposal. Article 8 and Article 1 Protocol 1 of the Humans Rights Act are relevant but the impact of the development in these respects will be minimal and the separate rights of the individuals under this legislation will not be prejudiced. If it was to be alleged that there was conflict it is considered not to be significant enough to warrant the refusal of permission.

Conclusion

- 6.11 The principle of additional development on the site is considered to be acceptable. The proposed extensions would be well related to the existing development and it is not considered that the living conditions of the occupiers of neighbouring properties would be adversely affected to warrant refusal of the application. Furthermore, any potential impacts on ecology, the character of the area and replacement of the cricket square can either be avoided or mitigated by the imposition of relevant conditions.
- 6.12 In overall terms, it is considered that the planning balance weighs in favour of the proposal. The proposal is therefore recommended for approval subject to the awaited comments from interested parties.

7. Planning History

- 7.1 In 2002, under application number 02/0511, Full Planning Permission was given for a warehouse.
- 7.2 In 2003, Full Planning Permission was granted for a single storey 3 bay extension to the tyre production area at the rear of the existing factory (application reference 03/0118).
- 7.3 In 2005, Full Planning Permission was granted for the erection of a wind turbine (application reference 05/0169).
- 7.4 In 2006, Full Planning Permission was granted for the erection of a 70m anemometer mast for temporary twelve month period (application reference 06/0290).
- 7.5 Also in 2006, Full Planning Permission was granted for construction of a new/additional sprinkler Tank (application reference 06/809).
- 7.6 Again in 2006, Retrospective Full Planning Permission was granted for a 50m anemometer for a temporary period (revised application) (application reference 06/0926).
- 7.7 In 2007, Full Planning Permission was granted for the formation of an entrance ramp for disabled access and provision of disabled w.c. (application reference 07/0909).
- 7.8 In 2010, application number 10/0027, Full Planning Permission was given for

the installation of disabled wc, provision of an accessible ramp together with erection of detached smoking shelter.

- 7.9 In 2012, under application number 11/1101, planning permission was given for the construction of an extension to the south-eastern corner of the tyre factory building to form a new electrical switchgear room.
- 7.10 In March 2013, under application 13/0058, planning permission was given for the construction of a single storey office/rest room; two nitrogen storage tanks; and vaporisers inclusive of associated pipework.
- 7.11 In July 2013, application 13/0332, planning permission was given for an extension to the warehouse and a sprinkler pumphouse.

8. Recommendation: Grant Permission

- 1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

- 2. The approved documents for this Planning Permission comprise:
 - 1. the submitted planning application form;
 - 2. drawing numbers 13030-01 (Location Plan), 02 (Existing Site Plan), 03 (Proposed Site Plan), 04 (Proposed Site Plan) and 05 (Proposed Plan and Elevations);
 - 3. the submitted Environmental Impact Assessment Statement (October 2013); the Desk-Based Assessment and Archaeological Evaluation Report (August 2013) prepared by Oxford Archaeology North; Statements in Support of A Planning Application to Extend Pirelli Carlisle (8/1/2013); and the Scoping Survey for European Protected Species (July 2013) (ref:OP-Pirelli-SCS33v1) prepared by OpenSpace;
 - 4. the Notice of Decision; and
 - 5. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

- 3. No development hereby permitted by this planning permission shall be initiated by the undertaking of a material operation as defined in section 56(4)(a)-(d) of the Town and Country Planning Act 1990 until a Construction Site Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The Plan shall be in accordance with the

Scoping Survey for European Protected Species (July 2013) prepared by Open Space and include:-

- (a) measures to ensure that there is no risk to otters, hedgehogs and other individual animals during construction;
- (b) an external lighting mitigation plan; and
- (c) measures taken to ensure the protection of breeding birds.

The development shall not be constructed other than in accordance with the approved Construction Site Management Plan unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure construction of the hereby permitted development will not adversely affect habitat and species conservation.

4. No development hereby permitted by this planning permission shall be initiated by the undertaking of a material operation as defined in section 56(4)(a)-(d) of the Town and Country Planning Act 1990, until a Biodiversity Management and Enhancement Plan has been submitted to and approved in writing by the Local Planning Authority. The Plan shall be in accordance with the Scoping Survey for European Protected Species (July 2013) prepared by Open Space and include:

- (a) a timetabled programme for its implementation;
- (b) a lighting scheme, including a mitigation plan, that minimises any potential impacts of light with particular reference to bats;
- (c) the installation of bird and bat boxes;
- (d) creation of wildlife features through planting, and provision of log piles and habitats houses for hedgehogs etc; and
- (e) making holes/gaps under fences to allow hedgehogs to commute and forage through the site.

The management and enhancement measures shall be implemented and thereafter fully carried out and retained in accordance with the approved Plan; and shall not be altered without the prior approval in writing of the Local Planning Authority.

Reason: To ensure the provision of habitat and species conservation/enhancement measures.

5. No development shall take place until details of a landscaping scheme (inclusive of alterations to the embankment) have been submitted to and approved by the Local Planning Authority.

Reason: To ensure that a satisfactory landscaping scheme is prepared to safeguard the visual amenity of the area, and

as part of the provision of habitat and species conservation/enhancement measures.

6. All planting, seeding/turfing and associated works to the embankment shall be carried out in the first planting and seeding seasons following the occupation or completion of the hereby permitted development, whichever is the sooner, and maintained thereafter all in accordance with the approved details of landscaping; and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that a satisfactory landscaping scheme is implemented.

7. All works comprised in the provision of the replacement cricket square shall be carried out by the end of the first seeding season following occupation or completion of the hereby permitted development, whichever is the sooner.

Reason: To ensure compliance with Policy LC5 of the Carlisle District Local Plan 2001-2016.



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Revised by

Rev. Date Description



PLANNING

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Project

PIRELLI CARLISLE
MANUFACTURING FACILITY EXTENSION

Client

PIRELLI TYRES LTD.

Drawing

LOCATION PLAN

Scale

1:2500

Date

06.13

Drawn

df

Comp. No.

P01

Number

13030-01



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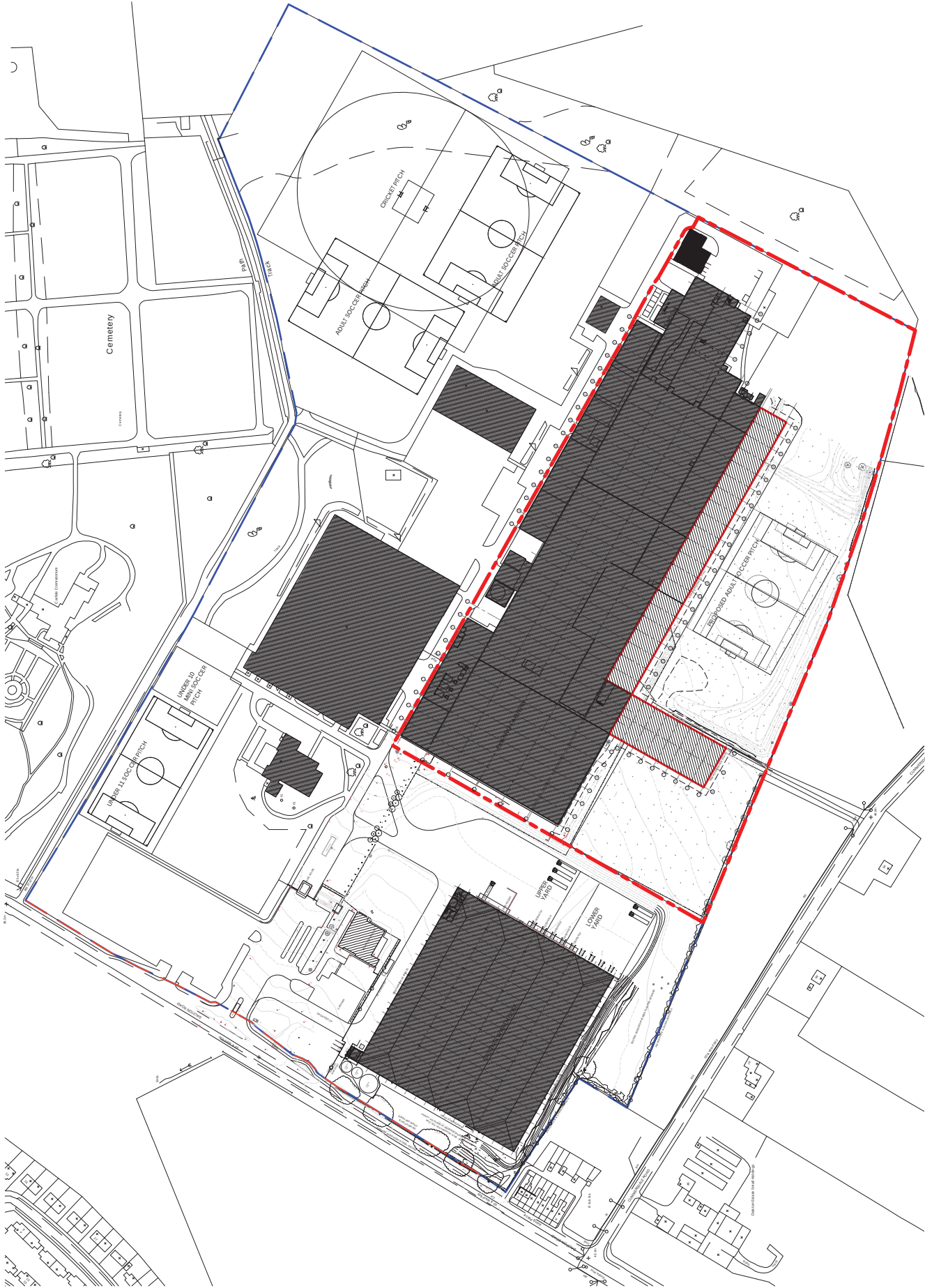


ARCHITECTS PLUS

EXISTING SITE PLAN

Scale	Date	Drawn	Comp.No.	Number
1:1250	08.13	df	P01	13030-02

a+
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PLANNING

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Drawing
PROPOSED SITE PLAN

Scale	Date	Drawn	dt	Comp.No.	Proj	Number
1:1250	06.13					13030-03

