



Joint Development Control Committee - Cambridge Fringes

Date: Wednesday, 15 July 2020	
Time: 10.30 am	
Venue: This is a virtual meeting.	
Contact: democratic.services@cambridge.gov.uk, tel 01223 457000	
Agenda	
1 Apologies	

- 2 Declarations of Interest
- 3 Minutes

All Committee Members may vote on this item

4	19/1359/FUL - 59 Cowley Road	(PAGES 3 - 22)
All Co	mmittee Members may vote on this item	~~)
5	20/0098/FUL - Cowley Road Park and Ride Site	(PAGES 23 - 40)

Joint Development Control Committee - Cambridge Fringes Members: Cambridge City Council: Cllrs Baigent, Matthews, Sargeant (Vice-Chair), Smart, Thornburrow and Tunnacliffe, Alternates: Page-Croft, Price, Moore and Porrer

Cambridgeshire County Council: Cllrs Ashwood, Harford, Richards and Wotherspoon, Alternates: Bradnam, Hudson, Kavanagh, Kindersley and Whitehead

South Cambridgeshire District Council: Cllrs Bygott, Chamberlain, Daunton, de Lacey (Chair), Williams and Wilson, Alternates: Cone, Hawkins, Howell and Hunt

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Agenda Item 4

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 15 July 2020

Application Number	19/1359/FUL	Agenda Item	
Date Received	11 October 2019	Officer	Philippa Kelly
Target Date	30 July 2020 (with agreement)		
Parishes/Wards	East Chesterton		
Site	59 Cowley Road, Cambridge		
Proposal	Change of use from B1(c) light industrial to Class B1(a) office facility and associated works.		
Applicant	Stagecoach UK Bus.		
Recommendation	Approve subject to con	ditions.	
Application Type	Full application	Departu	re: No

SUMMARY	The development proposed accords with the adopted development plans for the following reasons:
	 The proposal will enable the re-use of an existing employment building within the area defined by Policy 15 of the Cambridge Local Plan as Cambridge Northern Fringe East and new railway station Area of Major Change.
	• The proposed change of use is consistent with surrounding land uses and is not considered to prejudice either the potential future redevelopment of the land, or the protected mineral and waste uses, subject to appropriate mitigation measures.

1. SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is located on the northern fringe of the City, on the northwestern side of the Cowley Road Industrial Estate. It is approximately rectangular in shape and occupies an area of just under 0.5 hectares.
- 1.2 The site contains an existing steel framed building which is located centrally within the site, two outbuildings/workshops to the north of the main building, and three temporary storage containers to the rear. A gravel car park provides dedicated off-road vehicular parking. The site is currently vacant and was last used for car sales as the Vindis Volkswagen Car Showroom.
- 1.3 Vehicular access is provided via Cowley Road, from the eastern side of the site. The access leads to extensive gravel parking areas. Security fencing bounds the site.
- 1.4 The western boundary of the site abuts the Cambridge Water Recycling Centre (WRC). A dense tree/shrub boundary provides the common boundary along this side of the site. To the immediate north is 69 Cowley Road. On the opposite side of Cowley Road is the current head office of the Applicant (100 Cowley Road). The area contains a mixture of industrial, office and commercial land uses.
- 1.5 The site falls within the Cambridge Northern Fringe East and new railway station Area of Major Change, as defined by the Cambridge Local Plan (2018). It is also located within the Cambridge Airport Safeguarding Zone, Special Control of Advertisements Zone, and the following safeguarded sites / infrastructure zones as identified in the adopted Cambridgeshire and Peterborough Minerals and Waste Site Specific Proposals Plan (2012):

W8N - Veolia, Cowley Road, Cambridge
W1F - Cambridge Northern Fringe East (Area of Search) (W8I)
W7I – Cambridge Waste Water Treatment Works
T1A - North of Chesterton Sidings, Cambridge (T2E)
T2C - Cambridge Northern Fringe (Aggregates Railhead)

1.6 The site is not located within a controlled parking zone.

2. THE PROPOSALS

- 2.1 The application proposes the change of use from B1(c) light industrial to Class B1(a) office, to enable the premises to be used as the head office of Stagecoach Cambus.
- 2.2 The supporting documentation indicates that the premises will provide for up to 20 full time members of staff. It is understood that the majority of staff will be relocated from the existing premises at 100 Cowley Road. The operating hours of the premises will be between 09.00am and 5.00pm Monday to Friday.
- 2.3 The application also proposes the following:
 - Minor internal alterations to the building layout.
 - Erection of palasade gates between the workshop buildings.
 - Removal of the steel storage containers.
 - Formalisation of car parking spaces within the site
- 2.4 The application is accompanied by the following supporting information:
 - Application forms.
 - Plans.
 - Design and Access Statement.
 - Odour Impact Assessment.
- 2.5 During the course of the application, additional information was received from the Applicant in respect of the relationship of the site with safeguarded sites as defined in the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011).
- 2.6 The application is referred to JDCC for determination, as it is in the ownership of Cambridge City Council.

3. SITE HISTORY

The application site was last used as a car showroom, office and vehicle maintenance workshop with associated car parking. It has a long planning history for business uses, dating back to the early 1970s. The most recent/relevant planning decisions are as follows:

Reference	Description	Outcome
09/0842/FUL	Erection of detached workshop building for motor vehicle servicing and repair.	Approved 12.11.2009

C/98/0580	Change of use from vacant land to car display and sales including the erection of a single storey building to provide showroom, workshop and ancillary office space.	APC Aug 1998
C/87/0984	Change of use from warehouse to business use (Class B1).	APC 1987
C/80/0674	The erection of offices, workshops, covered storage, open storage, maintenance bays and ancillary works	Approved Jan 1980
C/73/0882	The erection of vehicle depot including admin. offices maintenance workshops, vehicle parking container storage and liquid waste transfer facilities (with temporary storage tanks).	Approved Jan 1973

4. PUBLICITY

Advertisement:	No
Adjoining Owners:	Yes
Site Notice Displayed:	No

5. POLICY AND MATERIAL CONSIDERATIONS

Central Government Advice

National Planning Policy Framework 2019. Planning Practice Guidance 2019.

Cambridge Local Plan 2018

Policy 1: The presumption in favour of sustainable development.

Policy 2: Spatial strategy for the location of employment development.

Policy 5: Strategic transport infrastructure.

Policy 14: Areas of major change and opportunity areas – general principles. Policy 15: Cambridge Northern Fringe East and new railway Station Area of Major Change.

Policy 27: Site specific development opportunities.

Policy 35: Protection of human health and quality of life from noise and vibration.

Policy 36: Air quality, odour and dust.

Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding Zones.

Policy 38: Hazardous installations.

Policy 40: Development and expansion of business space.

Policy 41: Protection of business space.

Policy 55: Responding to context.

Policy 56: Creating successful places.

Policy 80: Supporting sustainable access to development.

Policy 81: Mitigating the transport impact of development.

Policy 82: Parking management.

Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and Site Specific Proposals Plan (2012).

CS23: Sustainable Transport of Minerals and Waste.

CS30: Waste Consultation Areas.

CS31: Wastewater Treatment Works Safeguarding Areas.

Other Material Considerations

Greater Cambridge Shared Planning Sustainable Design and Construction SPD (2020).

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste. Draft North East Cambridge Area Action Plan (AAP) including Issues and Options Consultation 2019.

Odour Impact Assessment and Technical Guidance Note on Odour and Cambridge Water Recycling Centre (WRC) (March 2019).

6. CONSULTATIONS

Cambridgeshire County Council, Highways Development Control Team

6.1 **No objection.** No adverse effect upon the highway should result from this proposal should it gain benefit of Planning Permission.

Cambridgeshire County Council, County Planning, Minerals and Waste (CPM+W) Team

Application as Amended (additional information received 29 June 2020)

6.2 **Removal of holding objection**. Comments. The statement provided by the Applicant does not specifically stipulate how the proposed use will not prejudice the safeguarded sites. The officer report to committee demonstrates the policy assessment and conclusion that the proposed office use (with the mitigation measures recommended by the Environmental Health officer being put in place), will ensure the minerals and waste uses are not put at risk in the future.

Application as submitted

- 6.3 **Holding objection**. Comments. The site is located within consultation zones for safeguarded sites / infrastructure identified in the adopted Cambridgeshire and Peterborough Minerals and Waste Site Specific Proposals Plan (2012). Policies CS23, CS30 and CS31 of the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) relate to one or more of these sites.
- 6.4 In order to comply with the policies above is it is requested that the Applicant is made aware of the safeguarded sites so that they may give consideration to the potential implications for / from their proposal and provide a response. Both the Applicant and the City Council as Local Planning Authority should satisfy themselves that the proposal is compatible with the existing safeguarded facilities; and that the requirements of the respective overarching policies have been met.

Cambridge City Council, Environmental Quality and Growth, Environmental Health Team

- 6.5 **No objection.** Comments. The proposed B1(a) use is more sensitive to malodours compared to light industrial use. The Applicants state that staff will be moved to the new premises, so will already be aware of and have some knowledge of potential odour impacts from the Cambridge WRC. This is a relevant factor in determining the acceptability of the proposals when they would otherwise be unacceptable when assessed against the Technical Note on Odour and Cambridge WRC.
- 6.6 Recommends conditions to mitigate and reduce potential adverse odour impacts from the nearby WRC and to take account of the change in sensitivity of the land use in terms of potential adverse odour impacts.
- 6.7 No other concerns (with regards to contaminated land, noise or lighting) due to the existing industrial nature of the surroundings, the low risk end-use of the proposals (with respect to contaminated land) and the fact that no significant material changes will be occurring on-site.

7. **REPRESENTATIONS**

7.1 None received.

8. PLANNING ASSESSMENT

- 8.1 From the consultation responses received and an inspection of the site and its surroundings, the key material considerations are:
 - Principle of development (proposed change of use);
 - Protection of safeguarded sites;
 - Impact on site and surroundings;
 - Environmental considerations; and

• Highways issues.

Principle of Development

- 8.2 The application proposes the change of use of the site from light industrial purposes (Use Class B1 (c)) to office use (Use Class B1 (a)). The Applicants are already an established business operation in the area, and the proposed use would be consistent with existing uses along Cowley Road. The proposed office use would also accord with the allocation of the wider area for primarily employment uses under Policy 15 of the Cambridge Local Plan (Cambridge Northern Fringe East and new railway station Area of Major Change).
- 8.3 Policies 40 and 41 of the Cambridge Local Plan which relate to existing business space are also of relevance in the consideration of the proposals. These identify a presumption against the loss of any employment uses outside protected industrial sites. Officers are satisfied that the proposed development does not conflict with these policies.
- 8.4 A framework for the planned development of areas of major change (including both general and site-specific requirements) is set out in polices 14 and 15 of the Cambridge Local Plan. Policy 14 recognises that not all development will be required to comply with the provisions of these policies, including small scale development. Given the size of the application site and the modest scale and nature of the proposals, officers are satisfied that the longer-term development of the area would not be prejudiced by the proposals, and no conflict with Policy 14 would arise.
- 8.5 Regard has also been had to the emerging North East Cambridge Area Action Plan (NEC AAP) which is currently in preparation by the Council. The Issues and Options 2019 Consultation Report proposes a number of key objectives for the area, including 'a place with a strong identity that successfully integrates into Cambridge, bringing economic growth and prosperity that is delivered with social justice and equality'.
- 8.6 The application proposals are not considered to conflict with the emerging spatial vision as set out in the NEC AAP. The NEC AAP is currently at an early stage (consultation on the Regulation 18 plan launches on 27th July) and as such carries very limited weight. No issues of prematurity are therefore considered to arise.
- 8.7 On the basis of the above evaluation, the principle of the proposed development is considered acceptable and in accordance with Local Plan policies, subject to the consideration of the protection of safeguarded sites below, which includes both an assessment of the proposals and potential wider uses that may existing under a B1 (a) use.

Protection of Safeguarded Sites

8.8 The application site falls within consultation zones for safeguarded sites as identified in the adopted Cambridgeshire and Peterborough Minerals and

Waste Site Specific Proposals Plan (2012) which are protected through policies contained in the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011). No specific reference is made to the safeguarding policies in the application submission. In the absence of this information, the County Council initially raised a holding objection on the basis that it was not possible to evaluate whether the proposed office use will be compatible with the existing safeguarded facilities – specifically the Cambridge WRC, aggregates railhead with the associated railway line use, and wider waste uses at the Veolia site.

- 8.9 During the course of the application, an Odour Impact Assessment was provided by the Applicant, which relates to the odour impacts arising from the WRC. This is considered in detail in the Environmental Considerations section of this report. The County Council is satisfied that with relevant conditions (as recommended by the Environmental Health Officer), the development proposals should not prejudice the WRC with regard to odour.
- 8.10 With regard to the relationship with other safeguarded sites, officers note the existing industrial nature of the surroundings, and that the Applicant already operates from premises close to the application site. They will therefore be aware that these sites are in active use and have the potential to create noise and disturbance. Officers also note that the Council Environmental Health Officer has raise no concern regarding potential noise impacts.
- 8.11 In the interests of safeguarding against future users of the site prejudicing the operation of the safeguarded sites, the Applicant was asked to provide a statement to confirm their awareness of the relationship of the site to the aggregates railhead and railway line. This information was received on 29 June 2020. Upon receipt of this information, and on sharing the draft officer policy assessment text from this report, the holding objection was removed by County Planning Minerals and Waste Officers.
- 8.12 Nonetheless, given that this is not a personal permission to Stagecoach, consideration has also been given to wider office uses that could operate within the B1 (a) Use Class as set out in the Town and Country Planning (Use Classes) Order 1987 (as amended), so that all potential office uses are assessed in line with the development plan, to ensure that this use is capable of being acceptable in planning policy terms. For the avoidance of doubt, Use Class B1 (a) includes the use as an office, other than a use within Class A2 (financial and professional services).
- 8.13 Officers are of the view that the proposal is compatible with the existing safeguarding facilities and that the requirements of the relevant planning policies have been met. This consideration extends to the full office uses that can take place within Use Class B1 (a) as set out above, and not just to Stagecoach on the basis that they already work in the area, to ensure that none of the possible office uses would prejudice the mineral and waste uses protected in this area. The proposals with the proposed odour mitigation measures set out in proposed conditions 3 and 4, would also accord with paragraph 182 of the National Planning Policy Framework (2019) which seeks

to ensure new development can be integrated effectively with existing facilities and appropriate mitigation is secured before the development has been completed (the 'agent of change' principle). On this basis, the proposal is considered acceptable with regard to safeguarded sites.

Impact on Site and Surroundings

8.14 The application proposals include external works including the removal of existing storage containers form the site, and the installation of security gates. These changes are modest and are considered acceptable within the context of the site and its wider surroundings. On this basis, the proposals accord with policies 55 and 56 of the Cambridge Local Plan 2018.

Environmental Considerations

Impact on Prospective Occupiers - Odour Impacts

- 8.15 In October 2018, the Council commissioned on 'Odour Impact Assessment' for the Cambridge Recycling Centre (WRC). This was published in March 2019 alongside a technical guidance note, following endorsement by Members. These documents are a material consideration in determining planning applications (including change of uses) in the vicinity of Cambridge WRC.
- 8.16 The application proposes the change of use of the building to B1(a). The Odour Impact Assessment technical guidance note identifies such uses are sensitive, which would not normally be permitted in this area. However, there are other material considerations that need to be considered in this instance. This includes the fact the site already has a lawful use as a car showroom and office, and the premises could continue to operate for this purpose, irrespective of potential odour impacts from the WRC.
- 8.17 The circumstances of the Applicant are also of relevance. Stagecoach, as Applicants and the future occupiers of the building, are already an established business operation in the area with premises at 100 Cowley Rd. Stagecoach state in the supporting documentation that their intention is to move staff from 100 Cowley Road to the application site. It is therefore clear that the Applicants are already aware of and will have some knowledge of the potential odour impacts from the WRC, and therefore may be more resilient and have a greater risk tolerance. Nonetheless the assessment by officers, and mitigation measures proposed by the Environmental Health Officer, have focused on the office use rather than the Applicant, as this is not a personal permission.
- 8.18 In accordance with advice offered by the Environmental Health Officer, it is considered reasonable to request details of odour mitigation inside the building, to reduce impact to future office workers. A relevant condition has been recommended (Condition 3: Odour mitigation scheme). A planning condition has also been recommended which restricts the use of external areas (Condition 4: Restriction on outside use), in the interests of

protecting human health. On this basis, the proposals accord with Policy 36 of the Cambridge Local Plan (2018) and guidance contained within the Odour Impact Assessment (March 2019).

Impact on Existing Amenity

- 8.19 The site is located over 500m from the nearest residential property, within an established light industrial and commercial development area. The proposed hours of use of the building can be controlled by planning condition **(Condition 5: hours of use).** The proposal is not considered to raise issues of concern regarding impact on the amenity of neighbouring occupiers.
- 8.20 With appropriate mitigation in place, and conditions as described above, officers are satisfied that the proposals are compliant with Cambridge Local Plan (2018) policies which seek to protect human health and amenity.

Highways Issues

Highway Safety

8.21 The proposals will not have an adverse effect on the existing transport network and the Highway Authority has raised no objection. The proposal is therefore compliant with Cambridge Local Plan (2018) policies 80 and 81 which seek to ensure the transport impact of new development is acceptable.

Parking

- 8.22 The application site includes an extensive area for car parking, which provides for parking for up to 108 vehicles, including five disabled bays. The supporting documentation confirms that there will be no net increase in the number of car parking spaces to be provided.
- 8.23 The application proposals do not include provision for dedicated cycle parking facilities on-site. The Applicant has confirmed that one of the outbuildings on the site could be converted for use as a secure storage facility for staff bicycles. A relevant condition has been recommended (Condition 6: Cycle Parking).
- 8.24 On the basis of the above evaluation, and subject to securing the cycle parking condition as referred to above, the proposals are acceptable with regard to highways issues, and are in accordance with the adopted Cambridge Local Plan (2018).

9. CONCLUSION

9.1 The site is located in an area which contains a mix of commercial and industrial uses. The proposed use will enable the re-use of an existing employment building, would not be out of keeping with existing activities, and would not prejudice the wider regeneration of the area. It would also not

prejudice the protected mineral and waste uses subject to appropriate mitigation measures. On this basis, the officer recommendation is one of approval.

10. **RECOMMENDATION**

APPROVE planning permission, subject to the following conditions:

1. Time

The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.

Reason: In accordance with the requirements 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. Development in accordance with approved plans

The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Odour mitigation scheme

Prior to the use hereby permitted commencing, an odour mitigation scheme for external odours and a timetable for delivery / implementation, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall specifically address and mitigate the impacts of external odours arising from the Cambridge Water Recycling Centre on future occupiers of the development and provide a suite of mitigation measures. Natural / passive building ventilation is prohibited and the scheme shall include details of a building mechanical ventilation system with odour control filtration / abatement incorporated for the purpose of extraction and filtration / abatement of external odours associated with the wastewater treatment works. The details shall include location of air intake and outlet points, specifications and drawings (including location plans) for the odour control technology to be installed, ventilation rates and an Odour Management Plan for the building, which should incorporate full details of the maintenance and repair requirements for the odour control system. The odour mitigation / odour control scheme shall be installed in accordance with the approved scheme and timetable before the use hereby permitted is commenced and shall be retained and maintained thereafter as such.

Reason: To protect human health and maintain the future operation of the Cambridge Water Recycling Centre, in accordance with policies 15 and 36 of

the adopted Cambridge Local Plan 2018, and policy CS31 of the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011).

4. Use of outside areas

No external / outside areas ancillary to the approved use shall be provided or permitted such as (but not exclusively for) workspace, seating, amenity, breaks, rest and relaxation.

Reason: To protect human health and maintain the future operation of the Cambridge Water Recycling Centre, in accordance with policies 15 and 36 of the adopted Cambridge Local Plan 2018, and policy CS31 of the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011).

5. Hours of Use

The use, hereby permitted, shall operate between the hours of 09:00am and 5:00pm Monday to Friday, and at no time on Saturdays, Sundays and Bank Holidays.

Reason: In the interests of the protection of residential amenity, in accordance with Policies 35 and 36 of the adopted Cambridge Local Plan 2018.

6. Highways - Cycle Parking

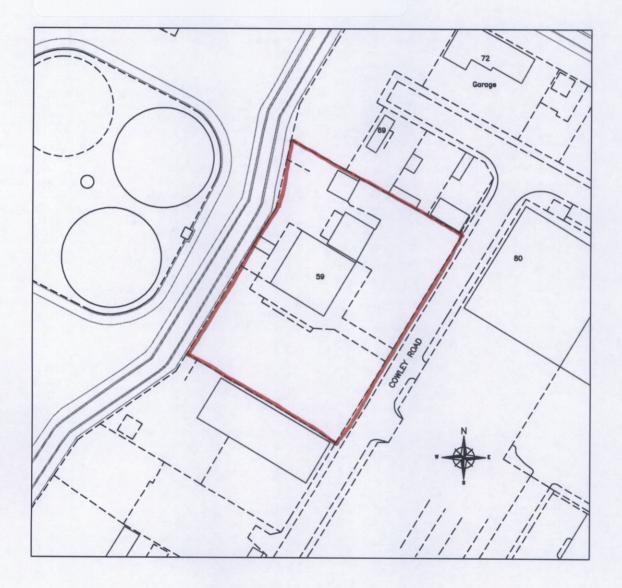
Prior to commencement of the use, hereby permitted, full details of facilities for the covered, secure parking of bicycles for use in connection with the development shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the use commences and shall be retained in accordance with the approved details thereafter.

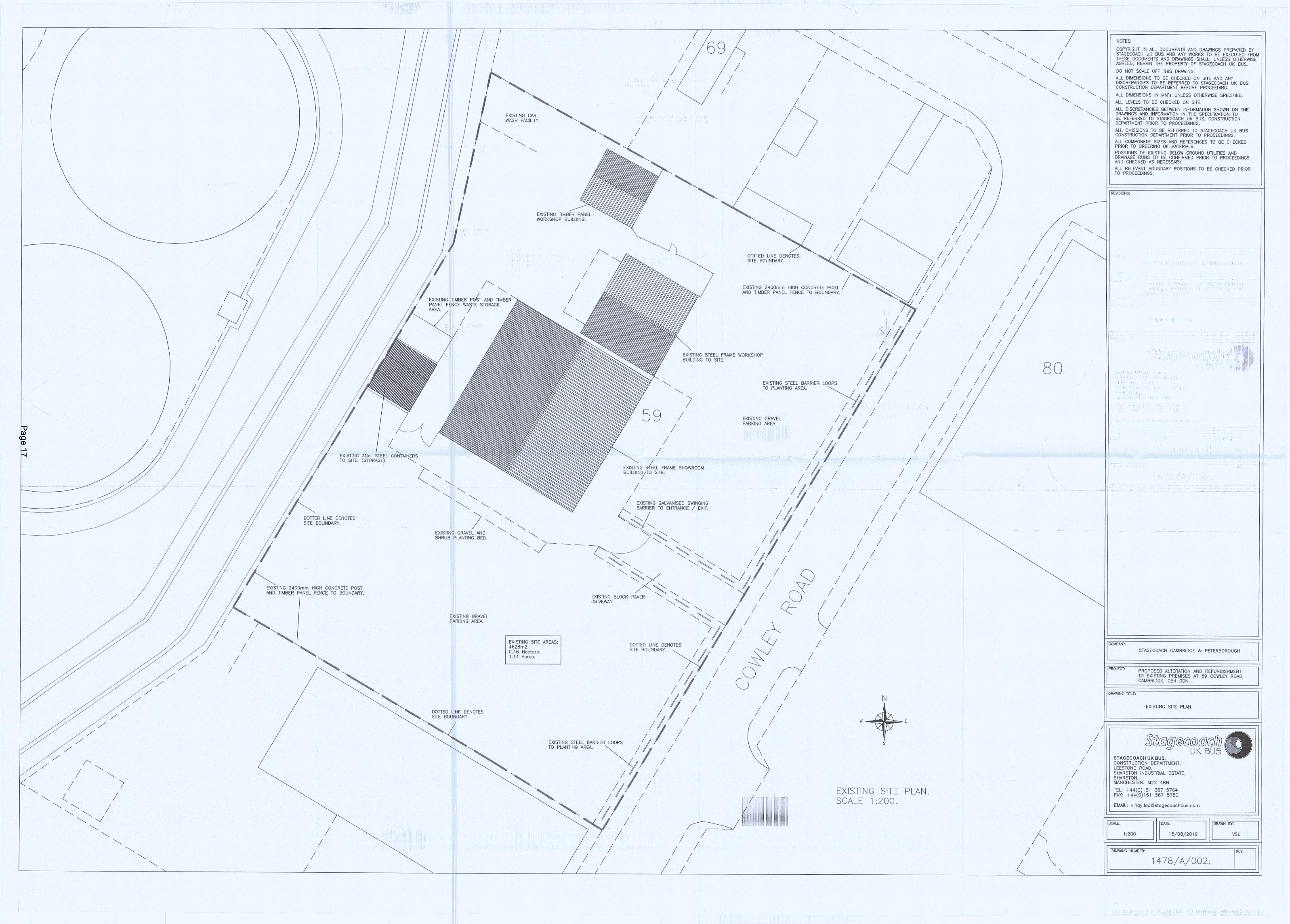
Reason: To ensure appropriate provision for the secure storage of bicycles in accordance with policy 82 of the adopted Cambridge Local Plan 2018.

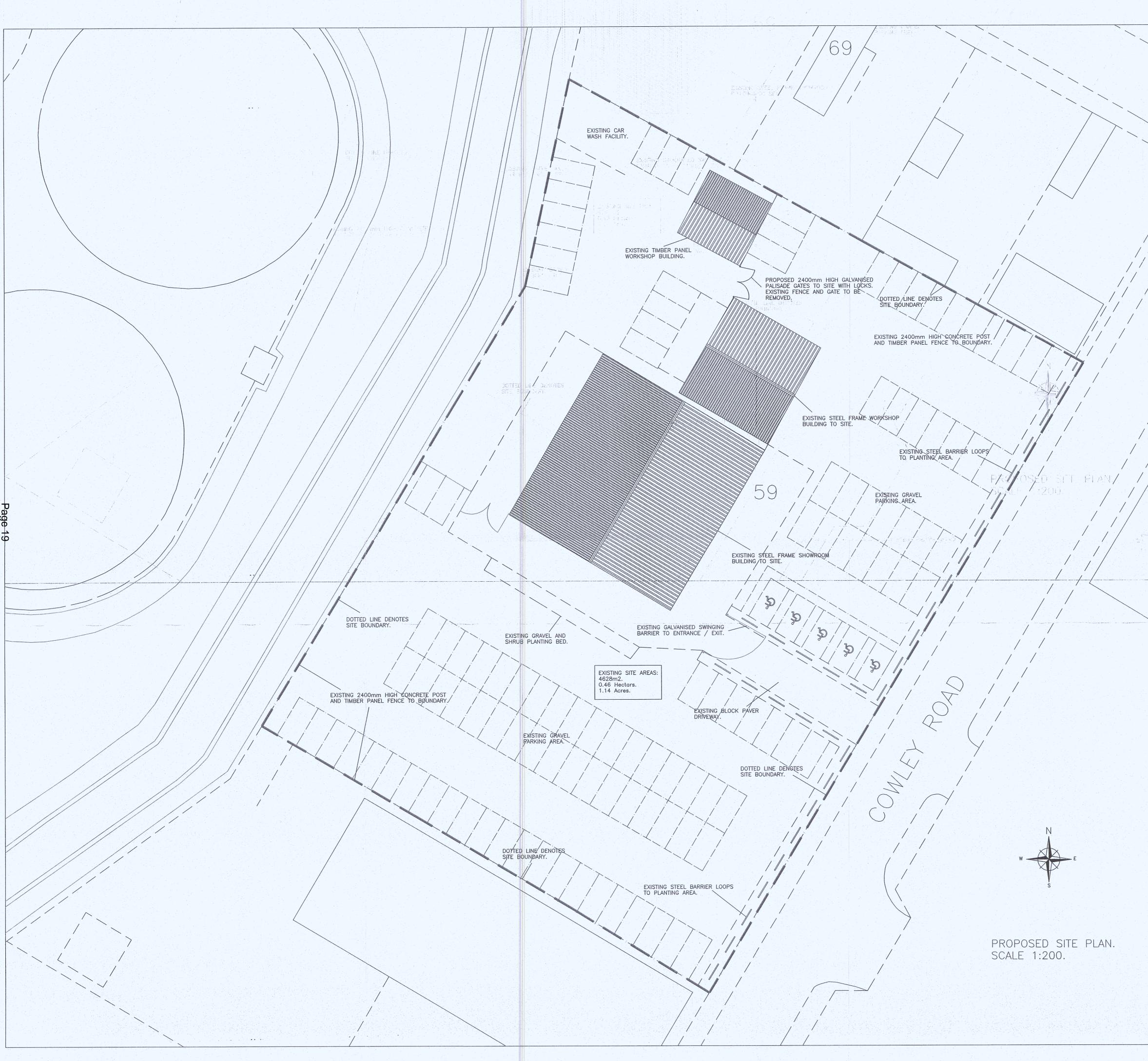
Report Author:	Philippa Kelly	Principal Planning Officer
	Telephone Number:	07704 018 468

59 COWLEY ROAD, CAMBRIDGE. CB4 0DN.

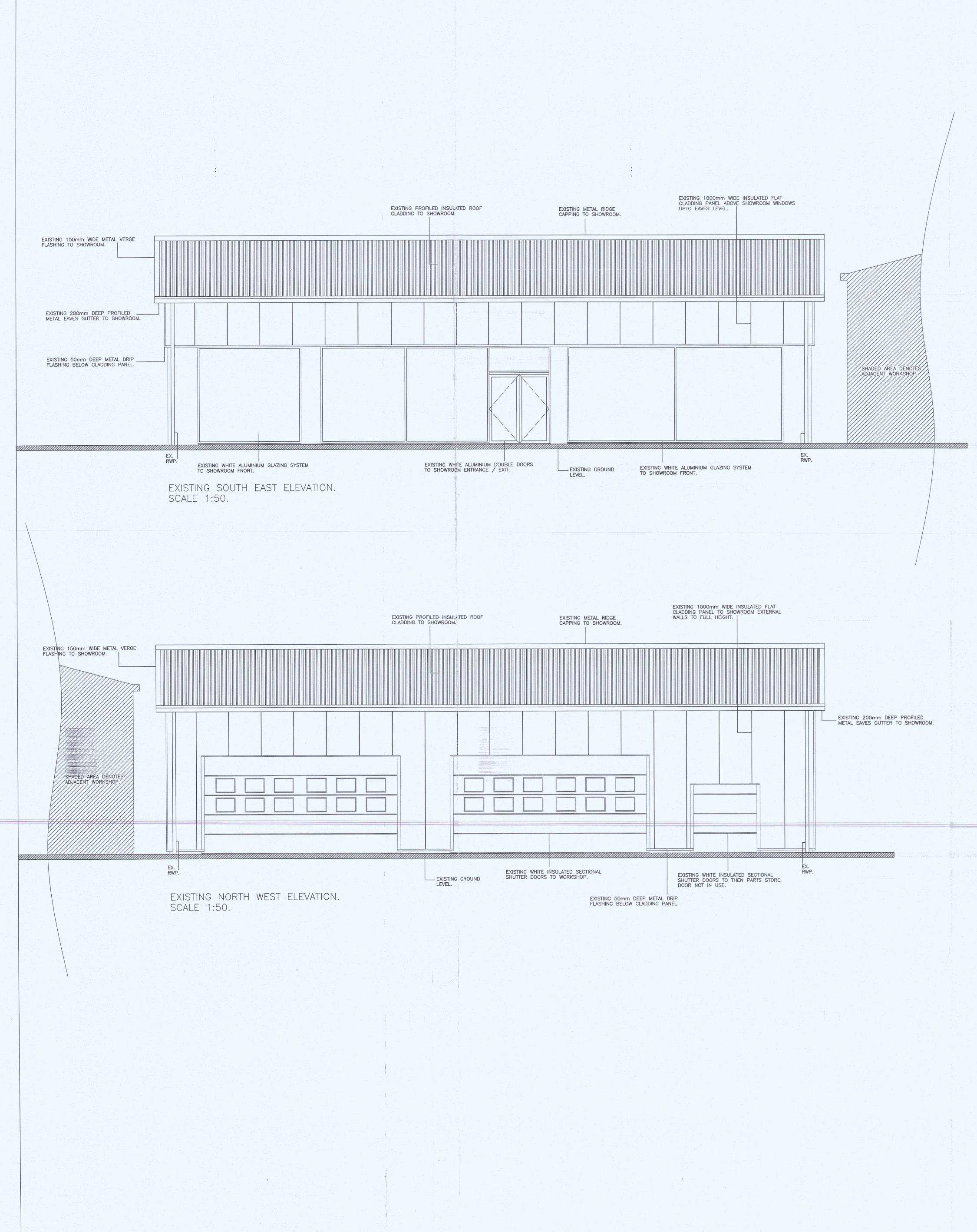
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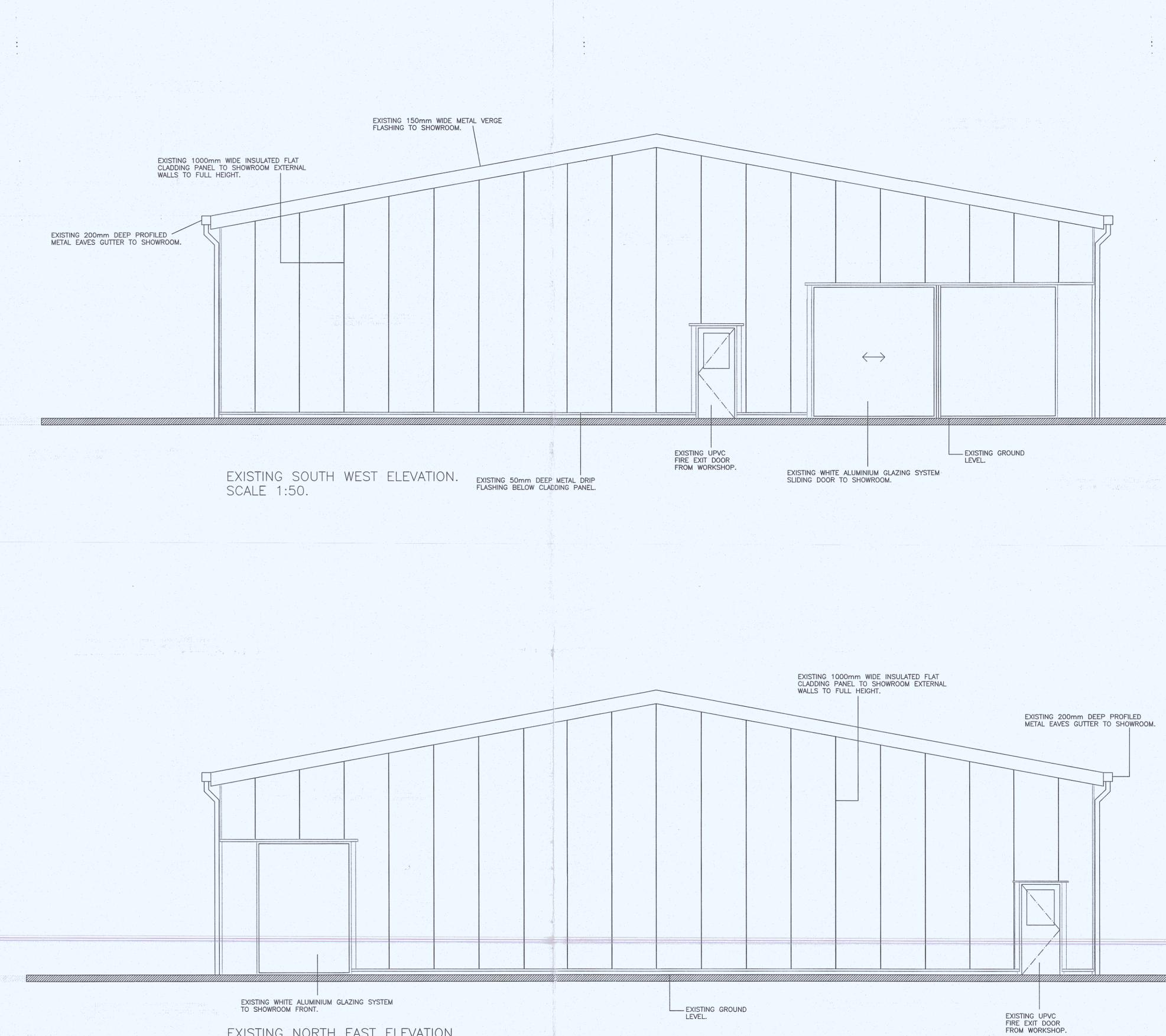




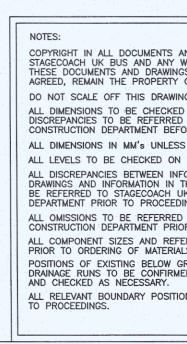
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lge 21



EXISTING NORTH EAST ELEVATION. SCALE 1:50.



	REVISIONS:	
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ESS OTHERWISE SPECIFIED.		MANCHESTER. M22 4RB.
DN SITE. INFORMATION SHOWN ON THE N THE SPECIFICATION TO UK BUS, CONSTRUCTION EDINGS.	COMPANY: STAGECOACH CAMBRIDGE & PETERBOROUGH	TEL: +44(0)161 367 5764 FAX: +44(0)161 367 5780 EMAIL: vinay.lad@stagecoachbus.com
ED TO STAGECOACH UK BUS RIOR TO PROCEEDINGS. FFERENCES TO BE CHECKED RIALS. GROUND UTILITIES AND MED PRIOR TO PROCEEDINGS	PROJECT: PROPOSED ALTERATION AND REFURBISHMENT TO EXISTING PREMISES AT 59 COWLEY ROAD, CAMBRIDGE, CB4 ODN.	SCALE: DATE: DRAWN BY: 1:50 15/08/2019 VSL
TIONS TO BE CHECKED PRIOR	DRAWING TITLE: EXISTING SHOWROOM ELEVATIONS.	DRAWING NUMBER: REV: 1478/A/004.

12

Agenda Item 5

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 15 July 2020

Application Number	20/0098/FUL	Agenda Item	
Date Received	28 January 2020	Officer	Philippa Kelly
Target Date	31 July 2020 (with agreement)		
Parishes/Wards	East Chesterton		
Site	The Cowley Road Depot, Cowley Road, Cambridge		
Proposal	 Continued temporary use of the site as a depot until 19th December 2023. Minor retrospective changes including: relocation and extension of cycle racks. 3 additional charging bays. reduction of size of existing portacabin. two new portacabins. alterations to parking arrangements. increase in number of waste bays. 		
Applicant	Cambridge City Counc	il.	
Recommendation	Approve subject to con	ditions.	
Application Type	Full application	Departu	re: No

SUMMARY	The development proposed accords with the adopted development plans for the following reasons:
	• The proposal will extend the temporary existing use of the site as a depot which is consistent with the commercial and industrial surrounding land uses.

	• The proposal is not considered to prejudice the potential future redevelopment of the land or the protected mineral and waste uses.					
	• The proposals would accord with Policy 15 'Area of Major Change' of the adopted Cambridge Local Plan 2018 and would also comply with the emerging North East Cambridge Area Action Plan.					
	• The proposals would respect the existing mineral and waste uses in the area protected by policies CS23, CS30 and CS31 of the Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011).					
RECOMMENDATION	N APPROVAL subject to planning conditions.					

1. SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site occupies 1.28ha in the north-east of Cambridge city. The site is currently used as a depot by Cambridge City Council and was previously a City Council park and ride facility.
- 1.2 The site retains the infrastructure associated with its former use as a park and ride facility, including vehicle accesses from Cowley Road, hard standing, drainage infrastructure and lighting. It also contains additions specifically for the depot use including a storage building, wash down bay, charging bays for electric vehicles, a waste transfer area and office accommodation.
- 1.3 The depot is used to support activities undertaken by the City Council, including street cleaning, litter collection, maintenance of public open space and maintenance of housing and commercial buildings owned by the Council. It is understood that the site employs 80 staff, the majority of which primarily work off site across the City Council's administrative area.
- 1.4 The site fronts onto Cowley Road to the South, is bounded to the north by the Mick George recycling facility and the Cambridge Water Recycling Centre (WRC), to the east by a golf driving range, and to the north and west by Orwell House a commercial office development. Vehicle access is via Cowley Road. Cowley Road contains a mixture of industrial, office, commercial and leisure land uses.
- 1.5 The site falls within the North East Cambridge Area of Major Change (AOMC) as defined by the Cambridge Local Plan (2018) and South Cambridgeshire Local Plan (2018), although is wholly within the administrative area of

Cambridge City. The site is also located within the Cambridge Airport Safeguarding Zone and Special Control of Advertisements Zone.

- 1.6 The site is allocated for Waste Recycling and Recovery within the adopted Cambridgeshire and Peterborough Minerals and Waste Site Specific Proposals Plan (2012). It is also within the Waste Water Treatment Works Safeguarding Area and Waste Consultation Area.
- 1.7 The site is not located within a controlled parking zone.

2. THE PROPOSALS

- 2.1 The application seeks planning permission to extend the existing temporary use of the site approved under planning application 16/2188/FUL (which expires on 19 October 2020). It is proposed that the site continues to be used as a depot for the City Council's operations until 19th December 2023.
- 2.2 The application also seeks to regularise minor changes within the site. These changes relate to the provision of cycle racks, charging bays, portacabins and parking arrangements as originally approved under applications 16/2188/FUL and 16/2188/NMA1. The retrospective changes sought by this application relate to the following:
 - Two new portacabins.
 - Reduction of size of one of the portacabins (portacabin B) from 90m² to 76.86m².
 - Alterations to parking arrangements.
 - Relocation and extension of cycle racks.
 - Three additional charging bays.
- 2.3 In addition, an increase in the number of waste bays is sought.
- 2.4 The supporting documentation states that the operational hours of the depot are from 6.00 am up to 7.00 pm, seven days a week. The number of employees at the site will remain unchanged.
- 2.5 The application is accompanied by the following supporting information:
 - Plans and elevations.
 - Planning Statement.
 - Design and Access Statement.
 - Dust Management Plan.

- Transport Technical Note.
- Employee Travel Plan.
- Sustainability Statement.
- Transport Assessment.
- Preliminary groundwater risk assessment and pollution control scheme.
- 2.6 The site is referred to JDCC for determination, as the Applicant is Cambridge City Council.

3. SITE HISTORY

The most recent planning decisions are set out below:

Reference	Description	Outcome
16/2188/NMA1	Non-material amendment on application 16/2188/FUL for proposed design amendments comprising; removal of fuel storage & fuelling station, reduction in waste bays, relocation of electric charging bays, disabled parking bays & cycle parking and siting of additional mobile building.	Approved 19.02.2018
16/2188/FUL	Temporary change of use of former Park & Ride site to a replacement depot for Cambridge City Council, including a storage building, electric vehicle charging point, waste storage bays, vehicle washdown facility, bunded fuel tanks, cycle storage facilities, portacabin, storage racks and welfare building.	Approved 20.10.2017
09/0072/FUL	Change of use from Park and Ride facility (Sui Generis) to bus parking area (Sui Generis) and erection of 2.4m high palisade fencing to Cowley Road frontage	Approved 15.04.2009
10/0634/FUL	Erection of replacement fence.	Approved 08.10.2010

C/02/0153	Expansion of existing car boot sale at Park and Ride Site, on Sunday, for a temporary period of one year.	Approved 09.04.2002
C/98/0704	Change of use of part of park and ride site to car boot sale (Sui Generis) site on Sundays only for a temporary period of one year.	Approved 14.10.1998
C/99/0917	Renewal of planning permission (Ref No C/98/0704/FP) for a change of use of part of park and ride site to car boot sale (sui generis) on Sundays for an additional period of one year.	Approved 15.11.1999
C/88/1360	Use of land for park and ride purposes. Use of land as car park.	Permitted 25.01.1989
C/86/0453		Permitted 21.04.1986

4. PUBLICITY

Advertisement:	No
Adjoining Owners:	Yes
Site Notice Displayed:	No

5. POLICY AND MATERIAL CONSIDERATIONS

Central Government Advice

National Planning Policy Framework 2019. Planning Practice Guidance 2019.

Cambridge Local Plan 2018

Policy 1: The presumption in favour of sustainable development.

Policy 2: Spatial strategy for the location of employment development.

Policy 5: Strategic transport infrastructure

Policy 14: Areas of major change and opportunity areas – general principles. Policy 15: Cambridge Northern Fringe East and new railway Station Area of Major Change.

Policy 27: Site specific development opportunities.

Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use.

Policy 31: Integrated water management and the water cycle.

- Policy 32: Flood risk.
- Policy 33: Contaminated land.

Policy 35: Protection of human health and quality of life from noise and vibration

- Policy 36: Air quality, odour and dust.
- Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding Zones.
- Policy 38: Hazardous installations.
- Policy 40: Development and enhancement of business space.
- Policy 41: Protection of business space.
- Policy 55: Responding to context.
- Policy 56: Creating successful places.
- Policy 80: Supporting sustainable access to development.
- Policy 81: Mitigating the transport impact of development.
- Policy 82: Parking management.

Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and Site Specific Proposals Plan (2012).

CS23: Sustainable Transport of Minerals and Waste. CS30: Waste Consultation Areas. CS31: Wastewater Treatment Works Safeguarding Areas.

W1F: Waste Recycling and Recovery

Other Material Considerations

Greater Cambridge Shared Planning Sustainable Design and Construction SPD (2020).

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste. Draft North East Cambridge Area Action Plan (AAP) including Issues and Options Consultation 2019.

Odour Impact Assessment and Technical Guidance Note on Odour and Cambridge Water Recycling Centre (WRC) (March 2019).

6. CONSULTATIONS

Cambridgeshire County Council (Highways Development Control)

6.1 **No objection.** No significant adverse effect upon the Public Highway should result from this proposal, should it gain benefit of Planning Permission.

Cambridgeshire County Council (County Planning, Minerals and Waste (CPM+W) Team

6.2 No response received.

Cambridge City Council, Environmental Quality and Growth, Environmental Health Team.

6.3 **No objection.** Comments. The risk posed by potentially contaminated land is very low given the nature of the existing site layout (100% cover with asphalt hardstanding) and the absence of any enabling groundworks.

Recommends conditions relating to noise and dust.

Recommends the applicant contact the Environment Agency to discuss the likely requirement of an environmental permit to operate waste transfer.

Environment Agency

6.4 **No Objection.** Recommends informatives relating to waste operations.

Cadent Gas

6.5 **No objection.** Comments. Low or medium pressure gas pipes and associated equipment have been identified in the vicinity of the proposed works. Standard requirements and guidance requiring developer to contact Cadent regarding works that could affect these assets.

7. REPRESENTATIONS

7.1 None received.

8. PLANNING ASSESSMENT

- 8.1 From the consultation responses and representations received the key material considerations are:
 - Principle of development;
 - Protection of safeguarded sites;
 - Impact on site and surroundings;
 - Environmental considerations; and
 - Highways issues.

Principle of Development

- 8.2 The application site falls within the North East Cambridge Area of Major Change as defined by the Cambridge Local Plan (2018). The plan establishes the principle of development in the North East Cambridge area, reflects existing site circumstances and environmental constraints, and promotes the area for new and revitalised employment development.
- 8.3 Policy 15 of the Local Plan states that the North East Cambridge area is allocated for high-quality mixed-use development, primarily for employment uses, as well as a range of supporting uses (subject to acceptable environmental considerations). Policies 40 and 41 of the Local Plan also create a presumption against the loss of any employment uses outside

protected industrial sites. Officers are satisfied that the proposed development does not conflict with these policies.

- 8.4 Planning permission was granted at the site in October 2017 (ref 16/2188/FUL) for the temporary change of use, as a replacement depot for Cambridge City Council. The application seeks the continued use of the site for a further temporary period of time. The use of the site for this purpose is considered appropriate, given the context.
- 8.5 Regard has also been had to the emerging North East Cambridge Area Action Plan (NEC AAP) which is currently in preparation by the Council. The continued use of the site for a further limited period is not considered to prejudice the longer term planning and redevelopment of the area. The NEC AAP is currently at an early stage (consultation on the Regulation 18 plan launches on 27th July) and as such carries very limited weight. No issues of prematurity are therefore considered to arise. A condition has been recommended which limits the use of the site as a depot until 19 December 2023 (Condition 2: Temporary permission).
- 8.6 On the basis of the above evaluation, the principle of the proposed development is considered acceptable and in accordance with Local Plan policies, subject to the following consideration.

Protection of safeguarded sites

- 8.7 The application site falls within consultation zones for safeguarded sites as identified in the adopted Cambridgeshire and Peterborough Minerals and Waste Site Specific Proposals Plan (2012) which are protected through policies contained in the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011).
- 8.8 No consultation response was originally received from the County Council, as the Minerals and Waste Planning Authority (MWPA). The MWPA has subsequently confirmed that given the nature of the application proposals (which seek a continuation of the existing temporary use for a limited time), no issues of safeguarding are raised. On this basis, the proposal is acceptable with regard to safeguarded sites.

Impact on site and surroundings

- 8.9 The original planning application 16/2188/FUL and subsequent non-material amendment included provision for a new storage building, electric vehicle charging points, waste storage bays, a vehicle washdown facility, cycle storage facilities, portacabins, storage racks and welfare buildings. Subsequent to these applications, a number of minor changes have taken place on the site, for which retrospective approval is sought.
- 8.10 Two new portacabins on the site have been installed, to provide training and welfare facilities. A further portacabin which has been installed on the site is smaller than that previously approved. In addition, an additional 70m² waste bay is proposed.

- 8.11 The design and scale of the new portacabins are similar to existing buildings on the site. The proposed new waste bay is also of a similar scale, design and materials as the existing adjoining concrete waste bays. All of these changes are considered compatible with the existing use of the site, and acceptable given the context. Officers are satisfied they will not have a significant visual impact on the site and the wider surroundings.
- 8.12 The changes proposed are modest in nature and appropriate within the context of the application site and its wider surroundings. On this basis, officers are satisfied that the proposals accord with policies 55 and 56 of the Cambridge Local Plan 2018.

Environmental considerations

<u>Odour</u>

- 8.13 The application site falls within the County safeguarding area for the Cambridge WRC. The Councils' Technical Guidance Note on Odour for the Cambridge WRC is a material planning consideration when determining planning applications in North East Cambridge.
- 8.14 The Odour Impact Assessment technical guidance note identifies a presumption against allowing development in this area which would be occupied by people. However, there are material considerations which need to be considered in this instance. The site is already in use as a depot, and the majority of staff will be working off site. No odour concerns have been raised by Environmental Health Officers.
- 8.15 Given the application seeks an extension to an already established use, officers are of the view that the proposed change of use would be acceptable with regard to potential odour impacts.

<u>Noise</u>

- 8.16 The site is located over 300m away from the nearest residential properties (at Maitland Avenue and Green Park), within an established light industrial and commercial development area. Under the previous approval 16/2188/FUL it was determined that potential noise impacts arising from the site would be acceptable, and adjacent uses would not be significantly impacted by noise.
- 8.17 In accordance with advice offered by the Environmental Health Officer, a condition has been recommended relating to noise (Condition 4: Noise compliance). With this safeguard in place, it is considered that the proposals are acceptable with regard to noise.

<u>Dust</u>

8.18 Due to the operational activities undertaken and the open nature of the site there is an increased potential for airborne dust. This risk was identified under

the previous approval 16/2188/FUL and dealt with by way of condition and approval of a Dust Management Plan to minimise dust. This plan has also been submitted with the current application.

8.19 In accordance with the advice offered by the Environmental Health Officer, a condition has been recommended to secure compliance with the dust management plan (Condition 3: Dust Compliance).

Contaminated Land

8.20 Elevated concentrations of ground gases have been known to be found in the local area. On the basis of the advice offered by the Environmental Health Officer, officers are satisfied that the risk posed by potentially contaminated land is low given that the site is covered with hardstanding and no enabling groundworks are proposed. The proposals therefore comply with policy 33 of the Cambridge Local Plan (2018).

Groundwater

8.21 No changes are proposed to the existing wastewater disposal arrangements. On this basis, officers are satisfied that there is no risk to groundwater arising from the proposals, and that the proposals are in accordance with policy 31 of the Cambridge Local Plan (2018). In accordance with the advice offered by the Environmental Health Officer and Environment Agency, informatives can be included on the planning decision notice relating to waste transfer, should approval be forthcoming.

Environmental Considerations - Summary

8.22 With appropriate mitigation in place, and secured through conditions as described above, officers are satisfied that adequate safeguards are in place to protect the amenities of the area. On this basis, the proposals are compliant with the aims of the Cambridge Local Plan (2018) with regard to environmental considerations and amenity.

Highways Issues

Transport Assessment

- 8.23 A Transport Assessment (TA) and Employee Travel Plan were submitted and approved as part of the original application for the change of use of the site These were submitted in support of the application proposals and confirm that no changes are proposed to the number of employees using the site.
- 8.24 The TA concludes that the use of the site as a depot is acceptable from a highways and transportation perspective. No objection has been raised to the proposal from the Highway Authority. On this basis, the proposal is considered compliant with Cambridge Local Plan (2018) policies 80 and 81.

Parking _____

- 8.25 The application seeks retrospective approval for changes to the car parking arrangements which were carried out approximately 18 months ago. The car parking arrangements provide space for 151 vehicles (a reduction from the 160 originally approved). No objection is raised to this change, which still enables sufficient car parking spaces for the needs of the site.
- 8.26 The provision of additional cycle storage facilities and EV charging facilities is welcome and supported by local plan policies and the Sustainable Design and Construction SPD (2020).

9. CONCLUSION

9.1 The site is located within an area with a mix of commercial, industrial, leisure and infrastructure operations. The continued use of the site of the depot is in keeping with the types of commercial activity taking place within the North East Cambridge Area, and will not prejudice the wider regeneration of the area. Subject to appropriate mitigation measures which seek to safeguard amenity, the officer recommendation is one of approval.

10. **RECOMMENDATION**

APPROVE planning permission, subject to the following conditions:

1. Temporary permission

The use hereby permitted shall be discontinued and the land restored to its former condition in accordance with a scheme of works to be submitted to and approved in writing by the local planning authority, on or before 19th December 2023.

Reason: To enable the Local Planning Authority to assess the impact of the use on the amenity of the surrounding area.

2. Approved plans

The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Dust compliance

The development shall be implemented in accordance with the Cambridge City Council Cowley Road Site Dust Management Plan submitted and approved under this application.

Reason: To protect human health in accordance with policies 36 (Air Quality, Odour and Dust) and 15 (Cambridge Northern Fringe East and new railway station Area of Major Change) of the adopted Cambridge Local Plan 2018)

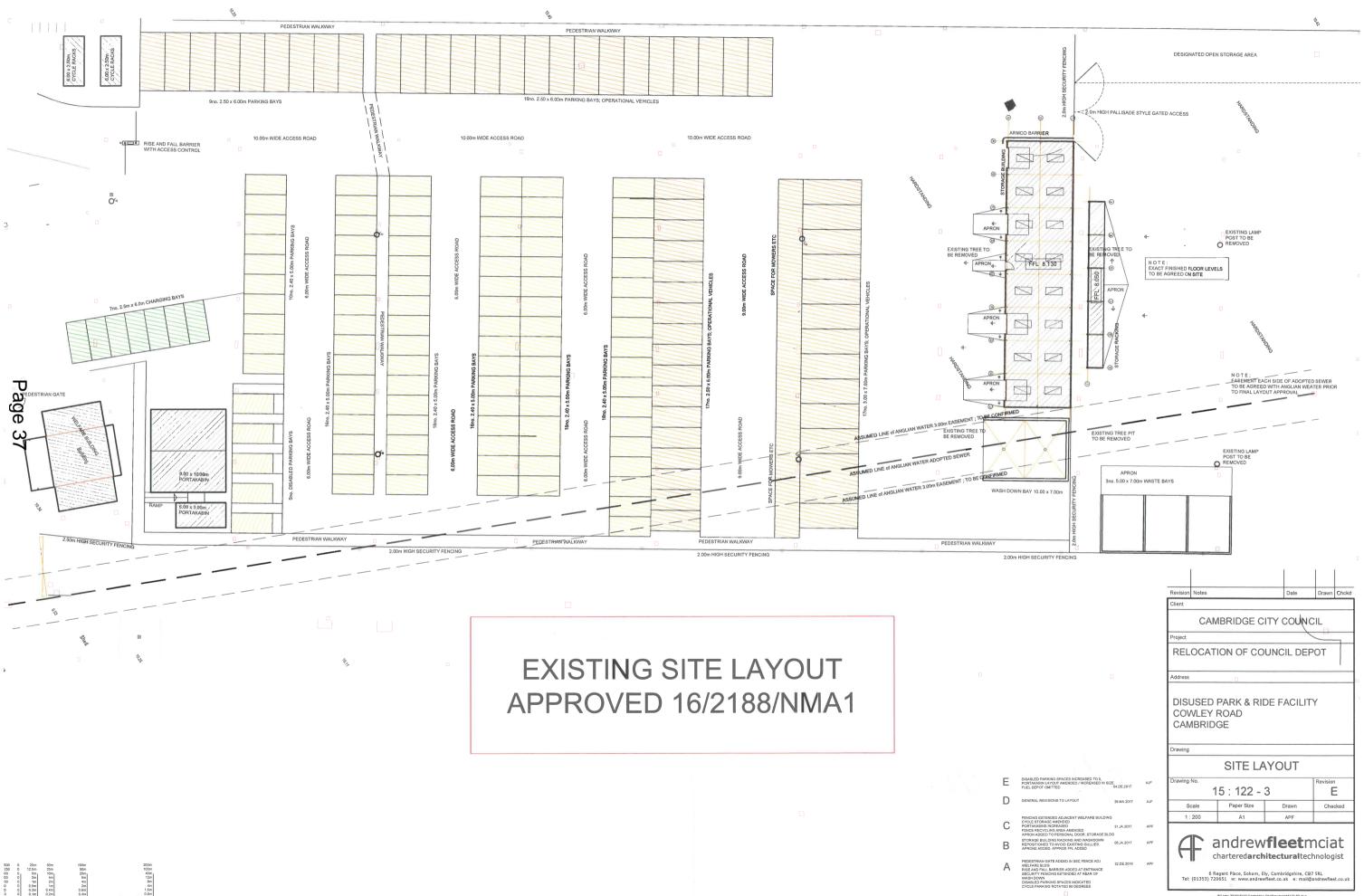
4. Noise compliance

The combined rating level of sound emitted from all fixed plant and/or machinery and operation activities associated with the development at the use hereby approved shall be less than or equal to background sound levels between the hours of 0600-1900 (taken as a 1 hour L_{A90} at the site boundary). All measurements shall be made in accordance with the methodology of BS4142: 2014+A1:2019 (Methods for rating and assessing industrial and commercial sound) and/or its subsequent amendments.

Reason: To protect the amenities of nearby office space in accordance with policies 15 and 35 of the adopted Cambridge Local Plan (2018).

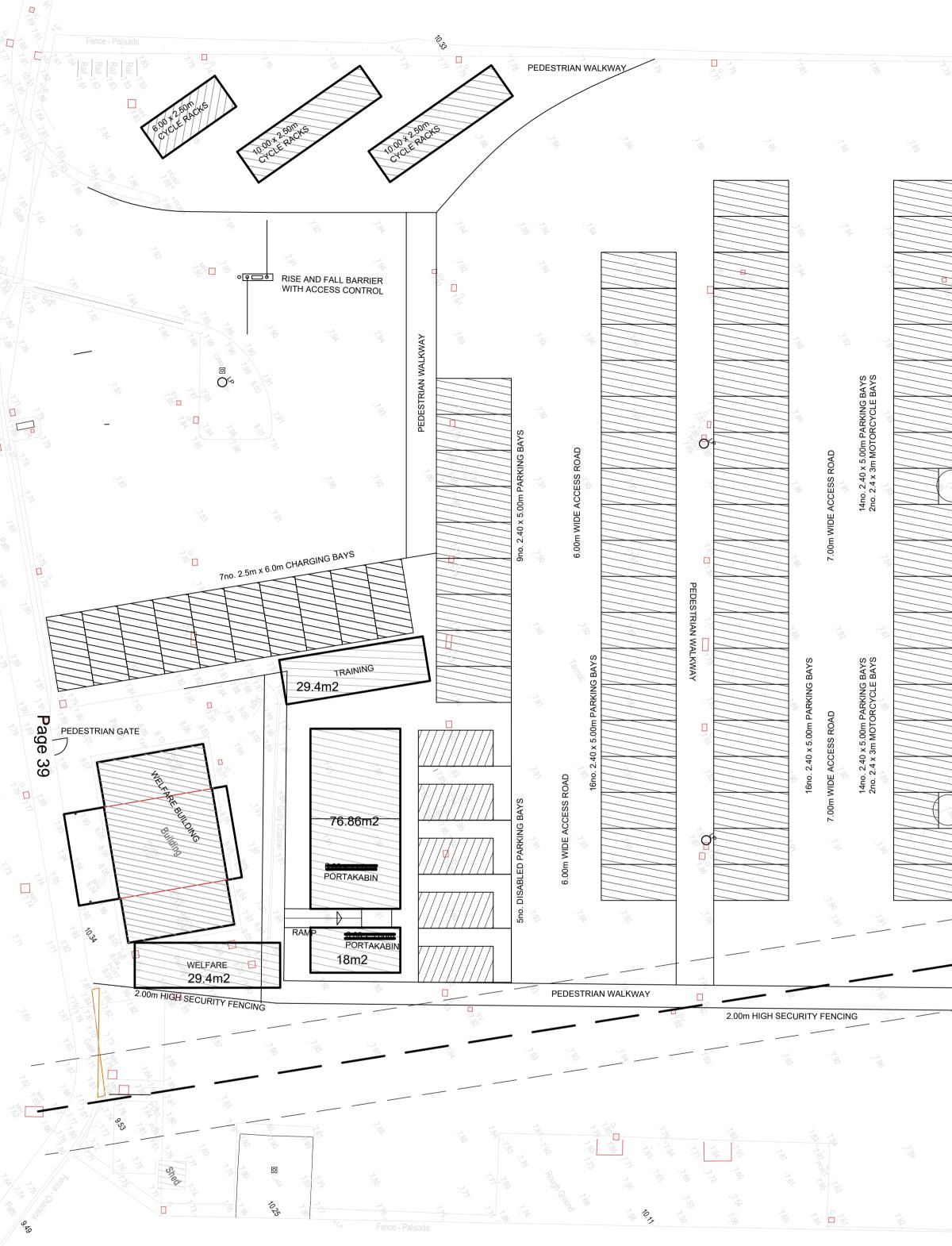
Report Author:	Philippa Kelly	Principal Planning Officer				
	Telephone Number:	07704 018 468				





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