

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 14th September 2016

Application Number	16/0442/FUL	Agenda Item	
Date Received	16 th May 2016	Officer	Mark Wadsworth
Target Date	8 th August 2016		
Parishes/Wards	East Chesterton		
Site	Concrete Batching Plant, Cowley Road, Cambridge, CB4 0DL		
Proposal	Erection of replacement plant, equipment and ancillary facilities		
Applicant	Tarmac		
Recommendation	Approval		
Application Type	Full	Departure:	Yes /No

The above application(s) have been reported to the Planning Committee for determination by Members in accordance with the Scheme of Delegation for the Joint Development Control Committee for the Cambridge Fringes.

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <p>The use of the site for concrete batching operation is long established and the site is located within a long established industrial estate. As such the proposed replacement plant and other changes are considered acceptable.</p> <p>The proposals have also been considered in terms</p>
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	of its design and visual impact, transport & environmental impacts, drainage and impact on nearby residential properties and are considered acceptable.
RECOMMENDATION	APPROVAL

Ref	Title
1	Proposed Site Plan & Elevations – Drwg. No. 3695-SK-151214 (Dec. 2015)

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The site is located approximately 3.5 kilometres north-east of Cambridge City Centre within the established Cowley Road Industrial Estate. Surrounding land uses comprise a variety of commercial, industrial and infrastructure operations, including; the Chesterton Railway siding to the south and east, the remainder of the Cowley Road Industrial Estate to the north, the former Cambridge Golf Range to the west and across Cowley Road to the south the recently constructed Cambridge Business Park.
- 1.2 Within the wider area there is the Anglian Water sewage treatment works site and A14 Trunk Road to the north, to the south and east in an area known as ‘Chesterton sidings’ built along the main Ely to London rail line, within which will be built the new Cambridge North railway station. The closest existing residential development to the site lies to the east of the rail line.
- 1.3 The Cowley Road Industrial Estate accommodates a wide mix of commercial operations (B1 Use) including the Stagecoach bus company depot to the north east of the application site.
- 1.4 Access to the application site is via Cowley Road which connects to Milton Road to the west which in turn provides access to the City’s wider road network, including the A14 to the north.

- 1.5 The application site which is rectangular in shape is bounded by the public highway along the western, southern and eastern boundaries of the site, while immediately to the north the site is located the Barrtech commercial building and the staff car parking area for Cambridge CMOS Sensors business.
- 1.6 The application site is for the most part covered with hard-standing. There is, however, mature landscaping alongside the boundaries of the site and within the site boundaries there are a number of mature deciduous trees.

2.0 THE PROPOSAL

- 2.1 The current concrete batching plant has operated on the site for over twenty years old and is now in need of replacement to enable the existing use of the site (manufacture and distribution of ready mixed concrete and ancillary operations) to continue.
- 2.2 Ordinarily, the erection of replacement plant on established Industrial land would constitute Permitted Development under the provisions of the General Permitted Development Order 2015; however the proposed new plant exceeds the threshold within the GPDO and requires planning approval.
- 2.3 The applicant has confirmed in the submission that the proposed development does not involve any intensification in the use of the site, and that the application proposes the erection of replacement plant and equipment and associated ancillary development only.
- 2.4 The application proposes the following;
- Open Storage of raw materials including aggregates;
 - Storage of cement and other specialist additives and fillers;
 - Bespoke plant for manufacture of ready mixed concrete;
 - Ancillary facilities including welfare and administration;
 - Parking areas for cars, mobile plant and commercial vehicles associated with the operations at the site.
- 2.5 The application is accompanied by the following supporting information:
1. Design & Access Statement (March 2016).

3.0 SITE HISTORY

Reference	Description	Outcome
C/75/0854	Erection of ready mix concrete batching plant and ancillary buildings, off Milton Road, Cambridge	Granted Permission 10/03/1976
C/79/0258	Erection of access road, Land Adjoining Cowley Road, Cambridge	Granted Permission 02/05/1979
C/89/0953	Provision of additional vehicle parking area, Cowley Road, Cambridge	Granted Permission 13/06/1990

4.0 PUBLICITY

4.1	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2006	3/1 3/2 3/3 3/4 3/5 4/13 4/16 8/2 8/18 9/6

5.2 The adopted Local Plan sets out a vision to regenerate this area of largely poor quality, previously developed land in the best interests of the City. Figure 9/6 on the plan identifies the site for residential development but it

should be noted that this figure is a diagrammatic representation of the proposed principal land uses, access and transport arrangement and does not have any formal status other than as guidance (Refer para. 9.33). The vision for the area is also contingent upon the relocation of the Anglian Water sewage works off-site (Refer para. 9.30).

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

<p>Central Government Guidance</p>	<p>National Planning Policy Framework March 2012</p> <p>National Planning Policy Framework – Planning Practice Guidance March 2014</p> <p>Circular 11/95 - The Use of Conditions in Planning Permissions.</p>
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5.4 Status of Proposed Submission – Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

5.5 Policy 14 of the emerging Plan identifies that the area (including the application site) is allocated for high quality mixed-use development, including employment uses such as B1, B2 and B8, as well as a range of supporting commercial, retail, leisure and residential uses (subject to acceptable environmental conditions). The quantum of development, site capacity, viability, time scales and phasing of development will be established through the preparation of an area action plan AAP) for the site. The emerging plan confirms that all proposals should:

- a. take into account existing site conditions and environmental and safety constraints
- b. demonstrate that environmental and health impacts (including odour) from the waste water treatment works can be acceptably mitigated for occupants
- c. ensure that appropriate access and linkages, including for pedestrians and cyclists, are planned for in a high quality and comprehensive manner
- d. recognise the existing local nature reserve at Bramblefields, and where development is proposed provide for appropriate ecological mitigation measures either on- or off-site
- e. ensure that due consideration has been given to safeguarding the appropriate future development of the wider site.

6.0 CONSULTATIONS

Planning Policy

- 6.1 The site falls within the area identified as Cambridge Northern Fringe East.
- 6.2 The Submission South Cambridgeshire Local Plan Policy SS/4 and Submission Cambridge Local Plan Policy 14 identify the Cambridge Northern Fringe East area for mixed use employment led development, to be taken forward through a joint Area Action Plan. The policy requires all development to take account of a number of factors including existing site conditions and environmental safety constraints, access and the need not to compromise opportunities for future comprehensive development of the Cambridge Northern Fringe East area.
- 6.3 The site lies on the frontage of Cowley Road, which will form the gateway to the new Railway Station when it opens in 2017. It is acknowledged that the concrete batching plant is an established use, and the application does not propose intensification of permitted operations.
- 6.4 It is not clear whether the application has appropriately considered the new context of the site, that it now adjoins the highway on the main thoroughfare to a rail station / transport hub. It is notable that the Design and Access

Statement does not acknowledge the new station. Query whether access, screening or pollution control measures been considered and expresses concerns that it does not provide an ideal entrance to the station area and the potential impact it will have on the wider delivery of the area as a whole.

Cambridgeshire County Council (Highways Development Management)

- 6.5 The Highway Authority does not consider that this application will have any significant adverse impact upon the operation of the highway network.

Cambridgeshire County Council (Mineral & Waste Team)

- 6.6 This site falls within designations made by the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and Site Specific Proposals Plan (2012).
- 6.7 The proposed concrete batching plant would lie within the Waste Consultation Area (designated by Policy SSP W8I) which surrounds the allocation (Policy W1F) for planned waste management facilities in the Cambridge Northern Fringe East; it also falls within the Transport Safeguarding Area for the existing Cambridge Northern Fringe Aggregates Railhead (designated by Policy SSP T2C).
- 6.8 Both of the Safeguarding Areas seek to protect the respective planned or existing waste management facilities and railhead. Overarching policies in the Core Strategy (Policies CS30 Waste Consultation Areas and CS23 Sustainable Transport of Minerals and Waste) place a presumption against granting planning permission for any development which would prejudice existing or planned waste management facilities or sustainable transport facilities.
- 6.9 However, the concrete batching plant is a use which is unlikely to prejudice either waste management uses, or the continued operation of the aggregates railhead in the Cambridge Northern Fringe East. It is also a replacement operation. No objections are therefore raised to this proposed development in the context outlined above.

Head of Streets and Open Spaces (Sustainable Drainage Officer)

- 6.10 No details have been provided of the existing drainage arrangements or the proposed. The only area of impermeable area, including grass and large trees are proposed to be removed. The proposals appear to increase the amount of impermeable area and therefore will increase flood risk and potentially pollution entering into the water environment.

Environmental Health

- 6.11 The existing plant currently has a permit for the use of bulk cement in the production of ready mixed concrete. Environmental Health officers have confirmed that an application for a variation of the existing permit will need to be made to the local authority, ideally in parallel with the planning process, as a result of this application. Environmental Health officers also recommend that the standard construction hours condition is attached to any planning permission granted.

Ministry of Defence (MOD)

- 6.12 The proposed application falls within the statutory aerodrome height safeguarding consultation zones surrounding Cambridge Airport and the MOD has confirmed that they do not wish to raise any safeguarding objections to this proposal.

Cambridge International Airport

- 6.13 No objections

REPRESENTATIONS

- 7.1 An individual who has a financial interest in two nearby office blocks has made representations on this application. The representation can be summarised as follows:

- When the new station has been built and becomes operative it will serve as a welcome transport hub serving the area and the new batching plant would be the first thing visitors will see when they arrive.
- The development would be an 'aggressive eye sore'.

- If the applicant has to replace the plant it is an opportunity to move the business now without undue disturbance to their business.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from inspection of the site and the surroundings, the assessment has been structured under the following headings:

- Principle of development
- Design & visual impact
- Transport impacts
- Environmental impacts (Noise and air quality)
- Drainage and flood Risk
- Impact on nearby residential properties
- Conclusion
- Recommendation

Principle of development

8.2 The site has been in use as a concrete batching plant for over twenty years and is therefore long established. The current proposals are for the replacement of the existing plant with new plant which the applicant argues would ordinarily constitute Permitted Development under the provisions of the General permitted Development Order 2015.

8.3 The existing plant on the site is 10.5 metres high at its highest point and the proposed replacement plant would increase to 16.6 metres in height. The proposed new plant comprising, cement silos, mixer, water tank, and aggregate bays would also increase significantly the footprint of development on the site. The proposal is therefore not 'Permitted Development' and planning permission is required.

8.4 The adopted Local Plan sets out a vision to regenerate this area of largely poor quality, previously developed land in the best interests of the City. Figure 9/6 on the plan identifies the site for residential development but it should be noted that this figure is a diagrammatic representation of the

proposed principal land uses, access and transport arrangement and does not have any formal status other than as guidance (Refer para. 9.33). The vision for the area is also contingent upon the relocation of the Anglian Water sewage works off-site (Refer para. 9.30).

8.5 Further, the emerging local plan allocates the site for mixed-use development, but clarifies that the quantum of development, site capacity, viability, time scales and phasing of development will be established through the preparation of an Area Action Plan (AAP). However, at the time of writing this report the AAP work has not yet progressed to a point where substantive weight can be given to the AAP. The application therefore has to be judged on its own merits and key considerations that need to be taken into consideration are that;

- The use of the site for concrete batching operation is long established.
- The site is located within a long established industrial estate

Design & visual impact

8.6 The proposals involve the replacement of existing plant with new replacement plant. The height of the plant would increase to 16.6 metre in height (from 10.5 metres) and would also increase significantly the footprint of development on the site. The applicant has, however, confirmed that there is no intensification of the use proposed.

8.7 Within the vicinity of the application site there are a wide variety of buildings of different built form and scale, including a mix of commercial development within the Cowley Road Industrial Estate, the nearby Lafarge tarmadam works within the Chesterton railway sidings, while further to the south of the site within the Cambridge Business Park there are various commercial office buildings built to 3 to 4-storeys in height; a comparable height to the proposed silos. However given the existing industrial/ commercial context of the site the proposed development will appear in keeping with existing development and will not appear out of scale with existing surroundings development.

8.8 As clarified in paragraph 2.6 the site has existing mature landscaping alongside the boundaries of the site and also within the site boundaries there are a number of mature deciduous trees. To ensure the protection and

retention of these landscape features and to help address the concerns raised by the Council's Sustainable Drainage Engineer conditions will be attached to any approval which requires the applicant to undertake a landscape survey and submit for approval and landscape strategy for the site.

Transport impact

- 8.9 Policy 8/2 of the Local Plan states that developments will only be permitted where they do not have an unacceptable transport impact. The applicant has clarified that the proposed development does not involve an intensification in the use of the site and the Highway Authority having assessed the scheme and does not consider that this application will have any significant adverse impact upon the operation of the highway network. The proposals therefore satisfy Policy 8/2 of the Local Plan.

Environmental impacts

- 8.10 Policy 4/13 of the Local Plan clarifies that development will not be permitted which does not lead to significant adverse effects on health, the environment and amenity from pollution. The Council's Environmental Health Officers have assessed the scheme and have not raised any concerns. They have, however, requested that a condition be attached to any approval restriction construction working hours and that an informative is added which confirms that the applicant will need to obtain approval of a variation of the existing Environmental Permit before development can commence on site.

Site Drainage

- 8.11 Policy 8/18 of the Local Plan states that planning permission will not be granted where there is an inadequate land drainage system available to meet the demands of development. The Council's Sustainable Drainage Officer has, however, raised objections to the proposals on the grounds that no details have been provided with the submission and that the only area of impermeable area, including grass and large trees are proposed to be removed.
- 8.12 In response to the concerns raised the applicant has clarified that no change to the existing hard surfacing and site drainage regime is proposed. To ensure that the concerns raised are adequately addressed an additional

condition will require the submission and approval of a surface water drainage strategy prior to the commencement of development.

8.13 It should also be noted that a separate landscaping condition is to be attached to the permission requiring the applicant undertakes a landscape survey. The aim of the landscaping condition will be to ensure that - where practicable - existing landscape features are retained to help reduce the speed and rate of surface water run-off.

8.14 With these safeguards in place it is considered that the proposals satisfy the requirements of Policy 8/18 of the Local Plan.

Impact on nearby residential properties

8.15 The nearest residential development to the site are approximately 150 metres to the east of the site on the eastern side of the Ely London rail line. The proposed development will not impact upon these properties.

Conclusion

8.16 The adopted Local Plan promotes the regeneration of the area while the emerging local plan allocates the site for mixed-use development, but clarifies that the development parameters for the area will be established through the preparation of an Area Action Plan (AAP). However, at the time of writing this report the AAP work has not yet progressed to a point where any weight can be given to the objectives of the AAP. The application instead has to be judged on its own merits and key considerations that need to be taken into consideration are that the use of the site for concrete batching operation is long established and that the site is located within a long established industrial estate.

8.17 The proposals have also been considered in terms of its design and visual impact, transport & environmental impacts, drainage and impact on nearby residential properties and is considered acceptable.

10.0 RECOMMENDATION

APPROVE subject to the following conditions:

CONDITIONS

Standard time

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

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

Landscaping

02. Before any works commence on site, a survey of the development site as existing shall be submitted to the local planning authority and shall include, as appropriate, the following information at a suitable scale:

- a) Location, species, girth or stem diameter, accurately plotted crown spread and reference number of all trees
- b) A numbered tree condition schedule with proposals for surgery or other works, where applicable.
- c) Existing levels including, where appropriate, sufficient detail to allow proper consideration of existing tree protection.
- d) Location, spread and other relevant details of existing hedgerows, hedges and other significant areas of vegetation.
- e) Existing boundary treatments and forms of enclosure.
- h) Indication of land use, roads or other means of access, structures and natural features on land adjoining the development site.
- j) North point and scale.
- k) Location map.

REASON: To allow the proper consideration of the impact of the proposed development on the amenity value of the existing site. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12).

Standard construction hours

03. No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

REASON: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2006 policy 4/13)

Surface Water Drainage

04. Prior to the commencement of development a scheme for surface water drainage works shall be submitted to and approved in writing by the local planning authority. The scheme should assess the likely increase in surface water run-off from the site as a result of the development hereby approved. The scheme should explore the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework and the National Planning Policy Guidance, and the results of the assessment provided to the local planning authority. The system should be designed such that there is no surcharging for a 1 in 30 year event and no internal property flooding for a 1 in 100 year event + an allowance for climate change. The submitted details shall include the following:

1) Information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;

2) A management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime. The approved details shall be fully implemented on site prior to the first use/occupation and shall be retained thereafter.

REASON: To ensure appropriate surface water drainage. (Cambridge Local Plan 2006 policy 4/16)

INFORMATIVES

Environmental Permit

01. Tarmac Trading Limited (formerly Lafarge) are currently permitted by Cambridge City Council for the use of bulk cement in the production of ready mixed concrete under the Pollution Prevention and Control Act 1999 and the Environmental Permitting (England and Wales) Regulations 2010 (as amended) permit reference 2004/15/VAR06 for their site at Cowley Road, Cambridge. The proposed planning application involves the demolition of the existing plant and the erection of new replacement plant. An application for a variation of permit will need to be made to the local authority, ideally in parallel with the planning process.

A copy of the application form can be found at the following link
https://www.cambridge.gov.uk/sites/www.cambridge.gov.uk/files/documents/Part_B_Variation_form.pdf.

Further advice can be obtained from the Environmental Quality and Growth team.

Contact details

To inspect any related papers or if you have a query on the report please contact:

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