

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 Council.		
Recommendation	Approve subject to conditions.		
Application Type	Full application	Departure:	No

SUMMARY	<p>The development proposed accords with the adopted development plans for the following reasons:</p> <ul style="list-style-type: none">• 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.
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	<ul style="list-style-type: none"> • 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	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.	Permitted 25.01.1989
C/86/0453	Use of land as car park.	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

Odour

- 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.

Noise

- 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.

Dust

- 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).

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