

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

1st August 2007

AUTHOR/S: Executive Director / Corporate Manager - Planning and Sustainable Communities

S/0919/07/F - PAPWORTH EVERARD
Erection of 2 Industrial Units (Use Classes B1(A), B1(C) and B2)
with Associated Parking, Landscaping and Wind Turbine
Plot 10, Stirling Way, Papworth Business Park
for Wrenbridge (Papworth) Ltd and Wrenbridge (Papworth 2) Nominee Ltd

Recommendation: Approval

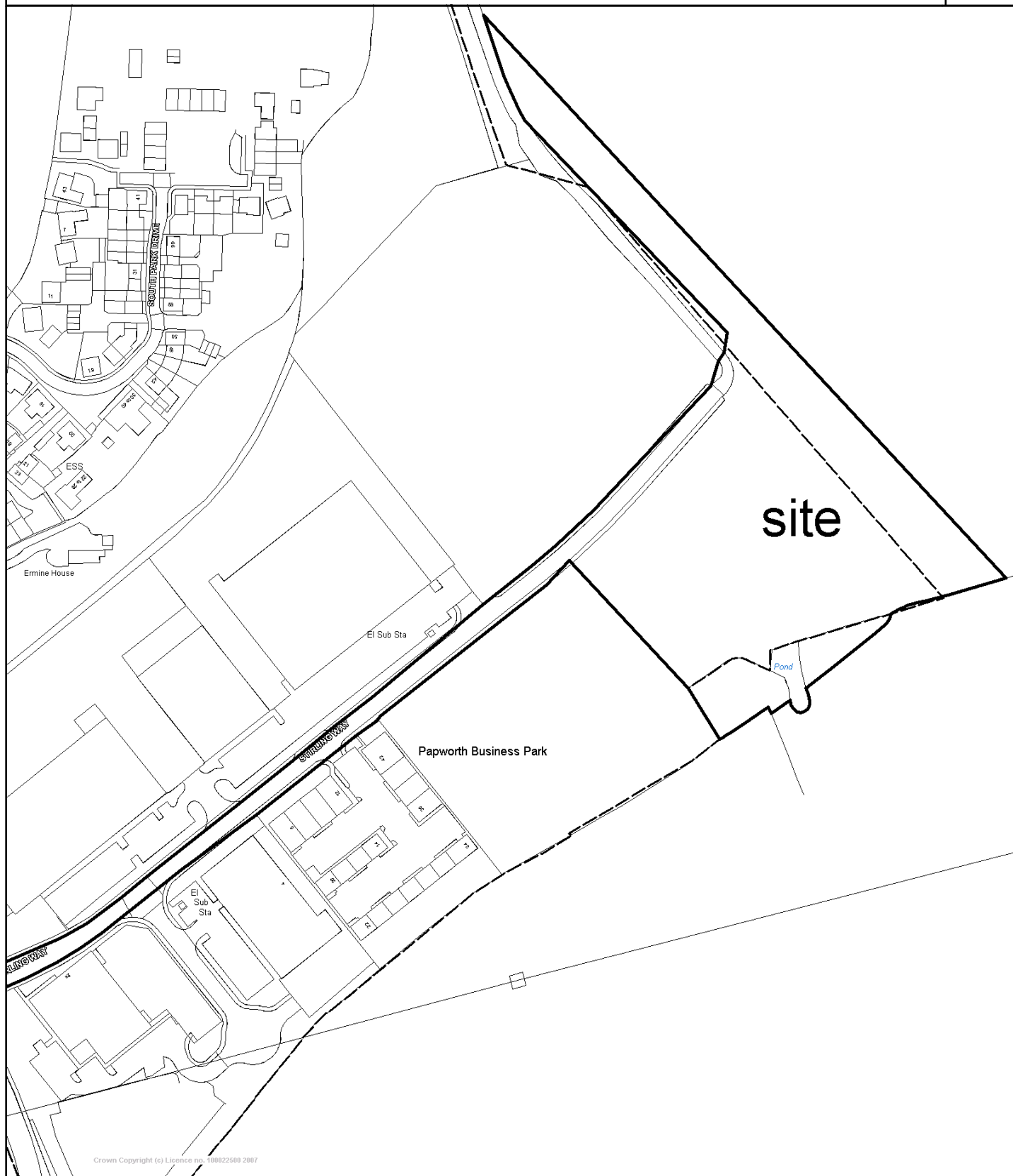
Date for Determination: 16th August 2007
(Major Application)

Notes:

This Application has been reported to the Planning Committee for determination because the Parish Council's objection does not accord with the Officer recommendation.

Site and Proposal

1. The 2.4 ha site is located in the south-eastern corner of the Papworth Business Park. The site is overgrown former agricultural land. There is a copse of mature deciduous trees on the southern boundary containing an overgrown pond.
2. To the west is a recently completed development of B1/B2 starter units built by the applicants. To the east is open countryside. To the north is an overgrown site with planning permission to the applicants for a B1/B2 unit, approved at last month's meeting of the Planning Committee (Item 11). This and the current application site are the last to be developed on the Business Park.
3. The full application, received on 17th May 2007 and amended on 12th and 27th June 2007 proposes the erection of two speculative commercial buildings within the use classes B1(A) Office, B1(C) Light Industrial and B2 General Industrial. It is accompanied by a Design and Access Statement, a Landscape Statement, a Drainage Assessment, a Geo-environmental Assessment, an Ecological Assessment, a Transportation Statement and a Sustainability Appraisal.
4. The proposed units are set back from the estate road behind landscaping and car parking with a central vehicular access to further parking and rear service yards. The smaller unit to the west of the proposed access road measures 2,208 sq.m. (including 288 sq.m. of first floor ancillary office) and has its main elevation facing Stirling Way. The larger unit measures 3,486 sq.m. (including 450 sq.m. of first floor ancillary office) and is gable end on to Stirling Way. Both units are 11.6m high and are clad in profiled steel coloured in silver/blue with a grey roof. A wind turbine (column height approx 20m) is proposed in the western end of the woodland copse to the rear of the site. Both side boundaries are shown with 10m planting belts.



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Scale 1/2500 Date 17/7/2007

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August 2007

5. In a covering letter the applicant states the site compliments the established Business Park by providing a variety of unit sizes. It is anticipated the smaller unit will be a B1(C) use but has been designed to accommodate a B2 use if necessary. The larger unit will be a B2 use.
6. The application is in full because it includes landscaping proposals for the woodland and the restoration of a pond which were not part of the outline planning permission site area for the Business Park. This will improve its ecological character.
7. The Design and Access Statement says that the design strategy is to create 2 quality high-tech units. Car parking meets the Council's standards and cycle parking is also included. The location of the units at the end of the estate road means there will be no impact on residential properties, and the site is well screened by existing buildings and the woodland belt on the southern boundary. New landscape planting will provide additional screening.
8. Disabled parking bays are proposed close to the main entrance to both buildings, with level access into the buildings.
9. The sustainability appraisal addresses the impacts of climate change. A number of measures are proposed:
 1. Air conditioning will be excluded in favour of natural ventilation where practicable.
 2. High levels of insulation will be used.
 3. New 10m wide landscape belts will provide protection from the prevailing winds as well as solar shading.
 4. The pond will be restored and topped up with surface water from hardstandings on the site.
 5. Efficient use is made of the site area.
 6. Natural daylighting will be maximised and low energy lighting used in office areas.
 7. The steel building frame will have increased strength to allow a "Solar Wall" system to be installed in the future.
 8. Construction waste will be reduced on the site through the use of prefabricated materials.
 9. The steel building materials are recyclable.
 10. A wind turbine is proposed to help meet the requirements for 10% of predicted energy needs to be generated on site.

The ecological assessment concludes that the proposed development of the site will enable the retention and positive management and enhancement of the woodland copse and pond.

Planning History

10. Outline planning permission for Phase 2 of the Business Park (B1/B2 uses) was originally granted in 2002 and renewed in 2005.
11. A full application by the current applicants for 2 similar units on this site was withdrawn in March this year because a legal agreement with the Environment Agency had not been concluded.
12. The 10m landscape belt proposed on the eastern boundary of the site has a separate planning permission.

Planning Policy

The following policies are relevant:

Cambridgeshire and Peterborough Structure Plan:

13. **Policy P1/3** requires a high standard of design and sustainability for all new development.
14. **Policy P2/6** encourages sensitive small-scale employment development in rural areas.

South Cambridgeshire Local Plan 2004:

15. **Policies EM2 and Papworth Everard 4** allocate Papworth Business Park for B1 and B2 uses (allowing for the relocation of existing B2 uses in the centre to the allocated site to the south of the village).
16. **Policy EM3** places limitations on the occupancy of new premises within Class B1 (offices, research and development and Light Industrial).

Local Development Framework (LDF) 2007:

17. **Policy DP/1 - Sustainable Development** - states development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development.
18. **Policy DP/2 - Design of New Development** - states all new development must be of high quality design.
19. **Policy ET/1 - Limitations on the occupancy of new premises in South Cambridgeshire** - states other small-scale industries, in use classes B1(C), B2 and B8 (up to 1,850m²) will be permitted if it contributes to a greater range of local employment opportunities, particularly if it takes advantage of the development of locally based skills or expertise.
20. **Policy NE/1 - Energy Efficiency** - states development will be required to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new buildings.
21. **Policy NE/3 - Renewable Energy Technologies in New Development** - states that development proposals greater than 1000m² will include technology for renewable energy to provide at least 10% of predicted energy requirements.

22. **Policy NE/6** - Biodiversity - states new development should aim to maintain, enhance, restore or add to biodiversity.

Consultations

23. **Papworth Everard Parish Council** objects:

“Status of Application:

This Full application for speculative development supersedes Outline consent S/1475/99/O, as extended by S/2292/04/F, for the site. In addition, its receipt by SCDC stamped 17th May 2007 exceeds the limit of 10th April 2007 specified by S/2292/04/F for receipt of an application for the approval of any matter reserved for further consideration.

As such, it is our belief that the proposals in this new application are not solely enabled or constrained by the policies pertaining to earlier approvals for the site, and in addition that they need to comply with all current policies and material requirements.

Refusal is recommended on the following grounds:

1. Scale

Local Plan policies EM3 and PE4 allocate this site for B1/B2 employment use.

LDF Development Control Policy ET/1 1d note 4 states that ‘other small-scale industries’ in use classes B1C, B2 and B8, are restricted to a maximum size of occupation of any one user on a site to 1850m².

Policy ET/1 Paragraph 5.2 reserves employment land for development that can demonstrate a clear need to be located in the area. Paragraph 5.3 states ‘Large-scale manufacturing, distribution and warehousing, and office firms that could equally well locate in other areas of the county will not be permitted.’

Policy P2/6 of the Cambridgeshire & Peterborough Structure Plan 2003 states that employment development should be of a ‘sensitive small-scale’.

The large floor area of building 10:20 that, as stated in Part B of the application form, includes 3051m² (*but see note at end*) of B2 industrial space on the ground floor, significantly exceeds the ET/1 restrictions.

In addition, by choosing to speculatively locate two separate large units on the one site, under Policy ET/1 it would need to be ensured that the owners did not permit ‘any one user’ (whether B1 and/or B2) to occupy both buildings.

2. Access

Policy P2/5 of the Cambridgeshire and Peterborough Structure Plan 2003 requires that manufacturing be located on sites that are accessible to a ‘range of transport methods’. The accompanying ‘Transport Statement’ fully documents the total absence of any ‘range of transport methods’ close to this village location.

3. Green Travel

As there are intended to be 48 cycle parking spaces, presumably aimed at minimising vehicular traffic and attracting a local workforce, we would wish also for the District Council to ensure the provision of the proposed footpath/cycleway link through the Countryside/Hopkins Homes development, to the eastern side of the village (see S/1603/03/F), or an agreed alternative, as part of any further development on the Business Park.

4. Landscaping

While we welcome the landscaping proposal to regenerate the pond area copse, we are concerned by the seeming failure of the applicant to provide an effective barrier between the copse and the employment area, as this may lead to the copse being used for recreational purposes, with the associated problems of litter and disturbance to the flora and fauna.

The landscape belt along the whole of the eastern boundary between the Business Park and the open countryside needs to effectively screen the functional industrial architecture and soften the long vistas of the site from the countryside, from Cambourne and from the A428 corridor.

From discussions with Lesley Dickinson we believe that this interface was planned to be a 10m wide tree belt in order to achieve this outcome.

The applicant's proposals for this eastern boundary are totally inadequate as, even when mature, they are planned to provide no more than a 10m grassy wildflower strip, with some hedgerow and a very sparse sprinkling of not particularly impressive trees.

This proposal, contrary to Section 4.2 of the Landscape Statement, will not achieve effective screening of plot 10, let alone that for the massive building proposed for plot 9.

A significant number of additional trees (taller/more dense) need to be provided along the eastern landscape belt so as to minimise the visual impact of these tall and massive buildings across the surrounding countryside.

5. Landscaping maintenance

The Landscape Statement paragraph 5.3 states that subsequent maintenance/failure replacements will be limited to a twelve-month period. This is clearly inadequate if a meaningful landscape belt is to be established along the barren eastern edge of the Business Park.

All landscape planting around the periphery of the site would need to be commenced at the earliest possible time so that new trees/shrubs can get established and provide the necessary screening.

6. Siting of Wind Turbine

We welcome the inclusion of a wind turbine on the site to satisfy part of the renewable energy requirement of LDF policy NE/3. The absence of sufficient detail on the proposal makes it impossible to judge the effectiveness of such provision.

In particular: We object strongly to the proposed location of the turbine among the mature trees in that part of the copse to the rear of the site. If it is placed there it will be necessary to clear space for the access path and the turbine itself, making it necessary to fell some large mature trees. This is totally unnecessary and unacceptable.

The more open land on the extreme SE corner of the application site would appear to be a more appropriate location.

The running noise levels associated with the operation of any turbine would need to be assessed for its specific location prior to its installation, as such noise might adversely affect not only those employed on the site, but also those employed on adjacent sites.

7. Turbine output

We are concerned to note the following statements in the 'Building Services Renewables Report' that indicate that output from the turbine is not expected to fully meet the requirements of Policy NE/3. This requires at least 10% of predicted energy requirements to be supplied from renewable resources.

Section 3.0, third paragraph: 'The intention is that the buildings are to be serviced as speculative warehouses (no heating/cooling) *with naturally ventilated offices....*' (i.e. the likely demand by the occupants for air conditioning is not taken into consideration.)

Section 3.0, paragraph immediately following item b) 'As the warehouses are unheated/untreated *these are excluded from the calculations and are deemed to be part of the new occupiers responsibility to provide any additional renewable measures following their fit-out.*'

It is our understanding that there would be no legal requirement on the occupiers of the building to provide any shortfall in the renewable energy requirement of NE/3 for their industrial operations, nor for them to provide any of the other energy, water saving or recycling facilities.

In these changed times, with increasing emphasis on the need for all operations to reduce energy consumption from non-renewable resources and to reduce carbon footprints, there needs to be a legally binding condition that requires the applicant to ensure that the fully-functioning buildings conform fully with the requirements of Policy NE/3.

The occupants of the buildings should also be required to minimise any unnecessary use of clean water and to recycle all appropriate materials.

8. Emissions

There would be a need for any emissions (fumes, odours, air quality etc) from the industrial operations to be effectively controlled.

NB: Ref. Section 2 above: The floor area of unit 10:20 is variously described as 3051, 2969.4 and 2629 m² in the bundle of application documents."

24. **The Local Highway Authority** states the proposed increase in traffic from the site will inevitably have an impact on the functioning of the Ermine Street traffic signal

controlled junction. A detailed survey of the impact that increased traffic movements are likely to have is requested.

NB: The applicant has submitted a 'technical note' in response to this and a verbal report will be made.

25. **The Environment Agency** states that with the proviso that the development is constructed and maintained in accordance with the documented Section 30 Agreement (Anglian Water Act 1977) no objection is made to the proposal. Informatives are suggested.
26. **Anglian Water** has not commented.
27. **Cambridgeshire Fire and Rescue Service** request a condition requiring five hydrants.
28. **The Council's Ecologist** comments the applicant should be commended for undertaking a thorough assessment of the site following initial concerns over the potential impact on the adjacent pond. The recommendations of the ecological assessment are supported and should be secured by condition. Concerns are expressed at the location chosen for the wind turbine within the woodland copse. Research into the operating effects of wind turbines is drawing attention to the potential for turbines to cause harm to bats (and birds to a lesser extent unless located on migration route). I would wish to see the turbine located outside of the woodland area and preferably not within a hedgerow that forms a linkage to the woodland as bats may travel along such features. Ideally the turbine should be located within the car parking area or within an open area of improved grassland.

If the applicant still wishes to locate the turbine in the woodland area then a bat survey, in advance of the application's determination, will be required to support the case that the woodland is of low value to bats.

The woodland itself also contains an attractive spread of native bluebells which should not be compromised by the development.

29. **The Trees and Landscapes Officer** has no objection to the proposal. Two informatives are suggested:
 1. Heras fencing to be erected 2m from the wooded edge to protect trees during construction.
 2. The bird and bat boxes should be attached to the trees with 'rubber' and not secured directly with nails into the main stem(s) of the trees.
30. **The Landscape Design Officer** states the landscape scheme is acceptable. More detailed information is required on the work to the pond and this has been undertaken and supplied.
31. The comments of the **Corporate Manager (Health and Environmental Services)** will be reported verbally.

Representations

32. No representations have been received.

Planning Comments – Key Issues

33. This is the last plot without detailed planning permission on the estate. The two key issues are the appropriateness of the size and scale of the 2 units and the acceptability of the proposed wind turbine in terms of its impact on the woodland belt in which it is sited and the noise likely to be generated.

Size of the Units

34. Members will recall the discussion about the scale of the building the same applicants proposed on an adjacent site at the July Committee meeting (Item 11). This is a less sensitive site on the southern side of the estate road, further from the South Park housing estate which is under construction and partly occupied. The buildings proposed are lower than that approved last month (11.6m cf 13.4m) and the site is well screened from the south by a mature woodland copse.
35. The Parish Council argue that, as this is a full application, the Local Development Framework Policy, which now restricts the size of B2 units should apply. I would point out the site has outline planning permission and the applicants could have submitted a reserved matters application but were requested by officers to submit a full application to enable the restoration of the pond and management of the copse which lie outside the boundary of the outline consent. The Parish Council had no objection to an application for very similar sized units on the site which was withdrawn earlier this year solely because a drainage agreement had not been concluded. The proposed units are in keeping with the character, footprint and scale of other units built and permitted on the estate. They are of an above average design and with the proposed landscaping should comfortably be assimilated into the estate.

The Wind Turbine

36. The issue of the proposed wind turbine has arisen again, as Members will recall from last month's discussion on Plots 7-9. I am awaiting the comments of the Council's Corporate Manager (Health and Environmental Services), but given the distance from the nearest housing (built and proposed) and the intervening industrial buildings, a positive recommendation may be forthcoming. With this scheme the concern is more one of the precise location of the turbine. Its proposed position in the copse causes problems of impact for the Council's Ecologist and the Parish Council. There is scope to move the turbine further eastwards to an area where the woodland is much thinner. This could be conditioned. A verbal report will be made.

Recommendation

37. Approval, as amended by plans and renewables report franked 12th June 2007 and the 'technical note' franked 27th June 2007.

Conditions

1. Standard Condition (Reason A).
2. No development shall commence until samples of the materials to be used for the external walls and roofs of the buildings and hard surfacing have been submitted to and approved in writing by the Local Planning Authority; the development shall be carried out in accordance with the approved details. (Reason - To ensure that visually the development accords with neighbouring buildings and site.)

3. Sc51 Landscaping (Rc51).
4. Sc52 - Implementation of Landscaping (Rc52).
5. The use shall be restricted for 10 years from the first occupation of each building to in the case of:
 - (a) Offices over 300 sq.m. to the provision of a local or sub-regional service or administration facility principally for persons resident or organisations situated in the Cambridge Area, excluding national or regional headquarters offices; or
 - (b) Research and development to those firms which can show a special need to be closely related to the universities or other research facilities established in the Cambridge Area is essential.
 - (c) Light industry to a maximum of 1,850 sq.m. of floorspace.
(Reason - To meet the employment needs of the Cambridge Area.)
6. No further mezzanine floors, other than those approved by virtue of this permission shall be inserted in any of the units hereby approved, unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.
(Reason - In order to limit the demand for additional vehicular parking provision within the site.)
7. No development shall commence until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. No development shall take place other than in accordance with the approved scheme.
(Reason - To ensure adequate water supply is available for emergency use.)
8. Details of the location and type of any power driven plant or equipment, including equipment for heating, ventilation and for the control or extraction of any odour, dust or fumes from the building(s) but excluding office equipment and vehicles and the location of the outlet from the building(s) of such plant or equipment, shall be submitted to an approved, in writing, by the Local Planning Authority before such plant or equipment is installed; the said plant or equipment shall be installed in accordance with the approved details and with any agreed noise restriction.
(Reason - To minimise disturbance to neighbouring residential properties.)
9. Before the use, hereby permitted, commences, the buildings shall be acoustically insulated in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.
(Reason - To minimise disturbance to neighbouring residential properties.)
10. No external lighting, including floodlighting, shall be provided or installed on the site other than in accordance with details which have been submitted to and approved in writing by the Local Planning Authority.
(Reason - To minimise the disturbance to neighbouring residential properties.)
11. In the event of night time deliveries (i.e. 18.00-08.00hrs), a noise management scheme shall be entered into with the Local Planning Authority and approved

in writing before the use commences. The use shall be carried out in accordance with the approved scheme.

(Reason - To minimise night time disturbance to adjacent residential properties.)

12. Before development commences, and notwithstanding the siting shown on drawing no. PO56/102L, the precise location of the wind turbine shall be submitted to and agreed in writing by the Local Planning Authority. The wind turbine shall not be sited other than in accordance with that agreed scheme. (Reason - To ensure the trees and ecology of the woodland copse are not damaged.)
13. Before the wind turbine is installed, its precise height shall be submitted to and agreed in writing by the Local Planning Authority. The turbine shall not be installed other than in accordance with the agreed height. (Reason - To avoid it being unduly prominent.)
14. Prior to the commencement of development, timescales for the implementation of the Scheme Description (as contained within Section 6 of the Ecological Assessment by Catherine Bickmore Assoc. November 2006) shall be agreed in writing with the Local Planning Authority. The agreed scheme shall be fully implemented in accordance with the agreed timescales. (Reason - To secure the restoration and management of the pond and its surrounding habitat.)
15. The buildings shall not be occupied until a Green Travel Plan has been submitted to and approved in writing by the Local Planning Authority. Implementation shall be carried out in accordance with the approved details and timescales of the plan. (Reason - To encourage car sharing and the use of alternative means of travel to the site.)
16. + any further conditions required by the Corporate Manager (Health and Environmental Services).

Informatives

1. The Environment Agency comments:
 1. All surface water from roofs shall be piped direct to an approved surface water system using sealed downpipes. Open gullies should not be used.
 2. Only clean, uncontaminated surface water should be discharged to any soakaway, watercourse or surface water sewer.
 3. All foul sewage or trade effluent, including cooling water containing chemical additives, or vehicle washing water, including steam cleaning effluent shall be discharged to the foul sewer.
 4. Surface water from roads and impermeable vehicle parking areas shall be discharged via trapped gullies.
 5. Prior to being discharged into a watercourse, surface water sewer or soakaway system, all surface water drainage from lorry parks and/or parking areas for 50 car park spaces or more and hardstandings should

be passed through an oil interceptor designed compatible with the site being drained. Roof water shall not pass through the interceptor.

6. Site operators should ensure that there is no possibility of contaminated water entering and polluting surface or underground waters.
 7. The on-site surface water sewers should be designed so they discharge into the sewers in Stirling Way, which in turn flow in an easterly direction to the balancing ponds mentioned in the Drainage Assessment. The S. W. sewer pipes on the site should be designed to convey a 1 in 100 year critical storm from the site without flooding so the run-off can be conveyed to the balancing ponds, which are designed to contain the 1 in 100 year storm run-off from the Phase 2 development of the Business Park.
2. The Council's Tree Officer comments:
1. Heras or similar type fencing should be erected 2m from the southern wooded edge of the site to protect trees during construction.
 2. The proposed bird/bat boxes should be attached to the trees with 'rubber' and not secured directly with nails into the main stems of the trees.
3. The Council's Ecologist comments:
- "The hard landscaping scheme should avoid the use of kerbs that may prohibit or trap the future movements of small animals such as amphibians migrating to, or from, the pond and surrounding habitats. The further input of the ecologist should be sought on this matter."

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **South Cambridgeshire Local Development Framework (LDF) Development Control Policies 2007:**
 - DP/1** (Sustainable Development)
 - DP/2** (Design of New Development)
 - ET/1** (Limitations on the Occupancy of New Premises in South Cambridgeshire)
 - NE/1** (Energy efficiency)
 - NE/3** (Renewable Energy Technologies in New Development)
 - NE/6** (Biodiversity)
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
 - P1/3** (Sustainable design in built development)
 - **South Cambridgeshire Local Plan 2004:**
 - Policy Papworth Everard 4** (Allocates site for B1 and B2 Uses)
 - Policy EM2** (Allocations for Class B1 and B2 Employment Uses)

2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - The appropriateness of the scale of the buildings given the character of the area
 - The impact of the proposed wind turbine

Background Papers: the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework (LDF) - Development Control Policies 2007
- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Ref: S/0919/07/F
- Documents referred to in the report including appendices on the website only and reports to previous meetings

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