

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

7th May 2008

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

S/1201/07/F - Bourn
**Part Change of Use of Runway for Use of Siting of Storage Containers,
HGV Trailers and Associated Equipment at
Site of Former Runway, Bourn Airfield for R Taylor and Sons**

Recommendation: Approval
Date for Determination: 12th December 2007 (Major Application)

Notes:

This application has been reported to the Planning Committee for determination because the officer's recommendation conflicts with the recommendation of the Parish Council.

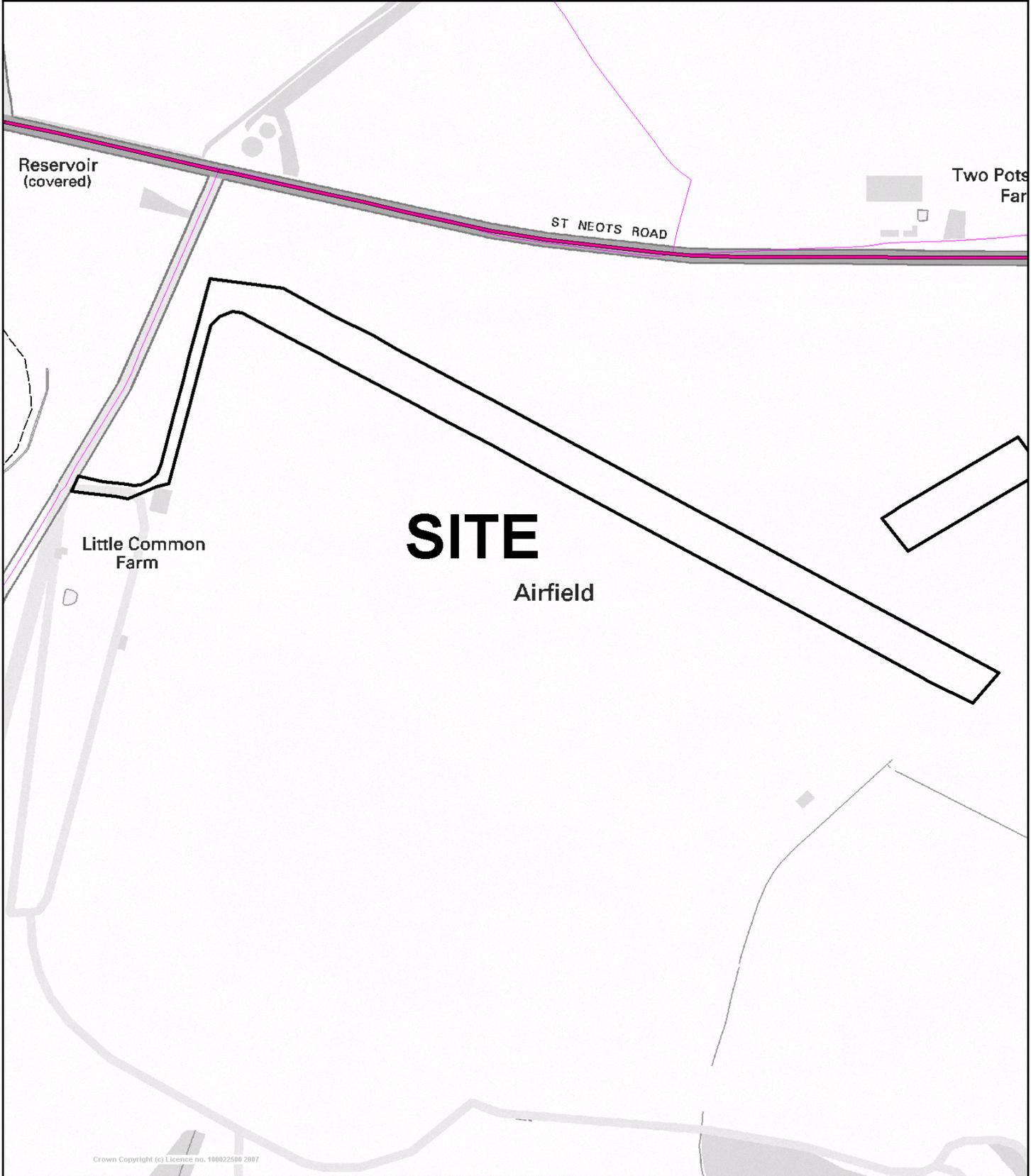
Site and Proposal

1. The 0.8 hectare site lies south of the A428 and forms part of the SE-NW runway at Bourn Airfield. It is largely open in character and accessed from Broadway via an existing access to the airfield.
2. The full planning application, received 18th June 2007 proposes the change of use of part of this land (180m x 45m) to the siting of storage containers, HGV trailers and associated equipment. The number of typical daily vehicle movements is given as 50. Hours are proposed to be variable and therefore potentially 24 hours a day 7 days a week. There are to be no employees on site and no buildings or structures are proposed.
3. The site lies within flood zone 1 and outside of village frameworks.

Relevant Recent History

4. In April 1996 permission was granted for part of the runways for change of use for vehicle storage – ref. **S/0105/96/F**.
5. In September 1991 permission was granted for part of the runway for the outdoor storage of plastic pipes – ref. **S/0759/91/F**.
6. In April 1998 permission was granted for part of the runway for the open storage of dies (automotive press panel dies) – ref. **S/0225/98/F**.
7. In April 1998 permission was granted for part of the runway for Variation of Condition 1 to Allow for Storage of Timber Poles and Associated Equipment and Removal of Condition 3 (Personal Condition) of Planning Permission S/0759/91/F – ref. **S/0295/98/F**.

S-1201-07-F



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Scale 1/6000 Date 22/10/2007

Centre = 534028 E 259442 N

November 2007 Planning Committee

Planning Policy

8. **Policy P1/3** of the Cambridgeshire and Peterborough Structure Plan 2003 (sustainable design in built development) states (in part):

A high standard of design and sustainability for all new development will be required which:

minimises the need to travel and reduces car dependency by providing:

- a) An appropriate mix of land uses and accessible services and facilities;
- b) Direct walking and cycle routes;
- c) Good access by public transport;
- d) Managed access for the private car and other motor vehicles.

9. **Policy DP/1** of the South Cambridgeshire Local Development Framework Development Control Policies Development Framework Document July 2007 (LDFDCP) - Sustainable Development states in part:

1. Development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form. It should:

Minimise the need to travel and reduce car dependency;

Make efficient and effective use of land by giving priority to the use of brownfield sites and achieve adaptable, compact forms of development through the use of higher densities;

Conserve and wherever possible enhance local landscape character.

10. **Policy DP/3** of the LDFDCP - Development Criteria states in part:

1. All development proposals should provide, as appropriate to the nature, scale and economic viability:

Appropriate access from the highway network that does not compromise safety, enhanced public and community transport and cycling and pedestrian infrastructure;

Safe and convenient access for all to public buildings and spaces, and to public transport, including those with limited mobility or those with other impairment such as of sight or hearing;

2. Planning permission will not be granted where the proposed development would have an unacceptable adverse impact:

On residential amenity;

From traffic generated;

On village character;

On the countryside, and landscape character;

From undue environmental disturbance such as noise, lighting, vibration, odour, noxious emissions or dust;

11. **Policy TR/3** - of the LDFDCP – Mitigating Travel Impact states, in part:

“New developments will be required to mitigate their travel impact, including their environmental impact, such as noise, pollution and impact on amenity and health.”

Consultation

12. **Bourn Parish Council** recommends refusal It states:

“The Parish Council re-iterate its previous concerns regarding lorries that lose their way and end up in the village of Bourn.

If the Planning Officer is minded to approve the application it needs the following conditions:

- Development to fund traffic calming/road narrowing at appropriate places.
- Needs entrance from A428 roundabout only.
- This will require effective signing”.

13. **Caldecote Parish Council** recommends refusal. It states:

“Traffic noise disturbance to residents, including reversing beepers.

Lack of facilities for drivers.

Visual impact in a rural location.

Increase in traffic using village roads to access the site.

It would be impossible to prevent overnight stops.

Light pollution from headlights and the possibility of increased fixed lighting on the airfield.

If the application should be approved, conditions should be applied to prevent stacking of containers”.

14. **Local Highway Authority** states:

“The revised drawing clearly demonstrates that it is possible for heavy goods vehicles to use the existing access.

However, in order to prevent unintended use of Bourn Village as a through route the Highway Authority requests that a Section 106 Agreement be entered into to provide the following:

1. That the developer will fully fund a traffic regulation order that prevents vehicles from turning left out of the site towards the village of Bourn and right into the site from the road to Bourn. The Agreement is to include all legal and committee requirements and signing on site.
2. The redesign of the existing access so that the existing radii on the southern side of the junction is reduced to approximately 6m which will reinforce

physically the no left turn without preventing heavy goods vehicles from entering and leaving the site to and from the north.

15. **Landscape Design Officer** comments:

Although the site is largely screened from the new A428 by bunding and existing planting it is clearly visible from the new elevated section of the Broadway that connects with the old A428. The eye is carried down the line of the runway when travelling from north to south. To ameliorate this exposed landscape and to block views down the runway, masking the proposed storage function, I would like to see new tree planting at 5m intervals to develop into standards, starting 10m from the electricity pole, next to the existing hedge along the line of the old Broadway. In addition there should be a new hedge with standards along the fence line that crosses the end of the runway that was cut off by the new A428 road works. There appears to be a ditch running along this line but I am not sure whether this is intended to function or is incidental to the construction of the new embankment. It would be necessary to agree the precise location on site as the maps have not yet been properly updated. The species choice in this exposed location should be based on 50% *Acer campestre* and 50% *Crataegus monogyna* randomly mixed, with ash and field maple to form the standards at 10-15m intervals. Once established I should like to see the hedge fairly freely grown so that it provides screening and shelter”.

16. **Environment Agency** has no comments to make.

17. **Corporate Manager - Health & Environmental Services** comments:

- a) “I have received and studied the Noise Impact Assessment that was carried out by acoustic consultants for the applicant. I have no disagreement with the methodology and assessment criteria used in the noise impact assessment. I would recommend that if the application is successful the following conditions be applied to any consent granted:
- b) Sc27 - 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 and 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 restrictions.
- c) Details of noise levels of vehicles proposed that will have access to the site.
- d) Sc34 - Details of any external lighting including flood lighting shall be submitted to and approved by the local Planning Authority before construction commences.
- e) One effective and enforceable way to control noise emissions is to impose a condition requiring the submission of a noise management scheme, to be approved and then implemented and maintained in accordance with the details of written approval. Written approval can itself be made subject to conditions, for example the scheme of measures put forward could be approved for a period of 3 years to enable their review.

- f) A noise management scheme has the advantage of covering operational and engineering issues. An informative can set out the kind of issues that should be incorporated in order to obtain approval.
- g) Where engineering works can improve the layout of the site to reduce or mitigate noise impact it follows that less control is required. For example, optimize the use of any natural topography or buildings between noise sources and any receiver such as a residential property.

Proposed measures for inclusion in the Noise Management Scheme

- a) Restrictions on the movement of Fork Lift Trucks (FLT's), HGVs or 7.5 tonne gross laden weight vehicles such that their movement is limited to daytime hours (0700-2300hrs) and at no time on Sundays or Bank Holidays.
- b) The noise management scheme shall set out what equipment the final occupier would use on the site and any restrictions on operating times that may be appropriate.
- c) Areas for parking and lorry loading to be restricted and identified by lines / areas within the site and located to optimize the distance between any source of loading and potential receivers such as residential properties."

Representations

18. Five letters of objection have been received from the occupiers of 3, 5 The Willows, 8, 14a West Drive and 105 Jeavons Lane. The following points of objection were made:
- a) Noise disturbance to residents through lorry movements, loading and reversing beepers. This will exacerbate the current noise problems associated with the TKA plant.
 - b) Light nuisance – lighting will be required, particularly in the winter.
 - c) There are no facilities for drivers so this will lead to building work in the future.
 - d) Security will lead to fencing which will be visually harmful.
 - e) Visual impact of the storage of containers.
 - f) Use during unsociable hours – night-time, Saturdays, Sundays and Bank Holidays.
 - g) The Broadway junction to St Neots Road is not to the improved A428 but the old road and would result in heavy lorries using the old road between Hardwick and Cambourne.
 - h) If approved, hours of working should be restricted to normal daytime working hours, Saturday morning only and no working on Sundays or Bank Holidays.
 - i) If approved landscaping will be necessary to screen views of the site, particularly from the A428.

Planning Comments - Key Issues

19. The key issues are:

Highway safety
Location and sustainability
Neighbour amenity
Visual impact

Highway safety

20. I note the comments of the Local Highway Authority. It has no objections subject to no vehicles turning left out of the site to access the A428 and no vehicles turning right into the site from the village of Bourn. This will prevent vehicles from travelling through the village. To achieve this physical works to the access are necessary to reinforce the restrictions. All to be achieved through a S106 agreement and planning conditions.

Location and sustainability

21. The site does not lie in a sustainable location with regard to the availability of modes of transport other than the car. However, the nature of the proposed use for the siting of storage containers, HGV trailers and associated equipment is such that these facilities need to be located close to the major road network. The proximity of the site to the A428 trunk road is therefore an ideal location in this regard and I am satisfied that these facilities, such as they are needed, are best located outside of village centres in close proximity to the major road network. The proposed use is therefore acceptable with regard to sustainability concerns.

Neighbour impact

22. I am mindful of the significant objections to this proposal, particularly with regard to the potential the use could have to cause harm to the amenities of nearby residents.
23. Of particular concern is noise. Although the nearest dwellings are approximately 700m away from the main storage area, HGV loading/unloading, reversing beepers and the like have the potential to be a nuisance. In response to this a Noise Impact Assessment has been undertaken by the applicants and assessed by the Corporate Manager – Health and Environmental Services. The conclusions are detailed above. Essentially the proposal is found to be acceptable subject to conditions to control the details of the location and type of any power driven plant or equipment, details of noise levels of vehicles that will have access to the site, details of external lighting and the submission of a noise management scheme. The noise management scheme can include provision of regular assessment periods, ongoing monitoring programmes and detailed hours of operation.

Visual impact

24. There are no facilities proposed for drivers at this stage. These may not be required but any future proposal for such facilities will be considered on its merits if submitted.
25. Security is likely to be an issue, fencing may be required. The detail of which can be sought through a condition.

26. The storage containers if not stacked should not cause undue visual harm to the countryside provided such a limitation is imposed and landscaping is achieved. In this regard I am also mindful of the setting of the site. There are other storage uses at the airfield and a considerable area of hard standing. The site is very open and will need to be carefully landscaped. I note the comments of the Landscape Design Officer who is proposing that planting of a hedge and trees in specific locations will be required to help assimilate the development into its surroundings, particularly from long distance views.

Other matters

27. A scheme of signage will be required in order to ensure that drivers of vehicles wishing to access the site understand the route in and out in order that drivers do not get lost and end up driving through the villages of Bourn or Caldecote.
28. For a considerable length, the access to the storage area is some 50m in width. If all of this land were to be used virtually the entire runway would be available for storage. The visual impact would therefore be greater as it will not be possible to provide screening for such a large area. As such it will be necessary to agree that only that area shown in solid red on the revised site plan be used. For the avoidance of doubt this can be confirmed through the submission of a further revised plan secured by condition.

Recommendation

29. Subject to the prior signing of a Section 106 Agreement re traffic works to prevent HGV vehicles turning left out of, and right into, the site, Approval, as amended and subject to conditions to secure a noise management scheme, details of landscaping, boundary treatment, lighting, location and type of any power driven plant or equipment, noise levels of vehicles accessing the site, a scheme of signage, a plan showing the area to be used for storage – no storage outside of this area, and a restriction on storage heights to single storage containers only.

Background Papers:

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document 2007
- Planning Application File Ref S/1201/07/F

Contact Officer: Nigel Blazeby – Area Planning Officer
Telephone: (01954) 713165