

John Cook Planning Services



Site Location

ST. AUSTELL BUSINESS PARK, CARCLAZE, ST. AUSTELL

Project

APPLICATION FOR PLANNING PERMISSION FOR THE ERECTION OF A BAKERY WITH CAFÉ AND ERECTION OF TWO OFFICE UNITS.

Applicant

MR K FORD

Date

OCTOBER 2021

1. Introduction

- 1.1 This Statement is submitted in support of an application for Planning Permission for the erection of a bakery with ancillary café and two office units.
- 1.2 The business park accommodates a mix of uses ranging from hotels and pub/restaurants to offices, hot food outlets and a printers which also provides conference facilities.
- 1.3 An outline planning application was submitted under reference PA20/03946 in May 2020 for the 'construction of a building for uses under Class A1 to A5, B1, B2, C1, D1 and D2'. This application was not in the end determined being withdrawn in December 2020. As an outline application with all matters reserved, and given the wide range of potential uses described, there was extensive input from the Council's Public Protection Officers in relation to possible land contamination, noise and odour; and Highways Officers including matters of visibility splays, adequacy of parking and possible widening of the footway to accommodate cycleway. There was no noted conflict with mineral extraction policy in relation to the Mineral Safeguarding Development Plan.

2. Location and Site Description

- 2.1 The site is part of the St Austell Enterprise Park located east of the A 391 to the north of St Austell and situated to the north of the access to the estate. The building directly adjoining to the north of the site although enjoying a range of permitted uses from B1, B2 and B8 (planning permission PA10/06459 dated 8 March 2011), has a primary use as offices although further planning permissions have been granted for D1 uses, as a A3 café at ground floor (unit 5) A1 to and D1 beauty and hairdressing training academy at first floor, education and training centre (units 16 to 18) permitted under PA15/05343 dated 5 August 2015. Most recently part of the building, unit 12, was granted planning permission for a flexible use Classes B, B2, and D2 in association with use for office and yoga studio all under reference PA20/03946.
- 2.2 The site is set at a lower level than the land to the north but above the level of the footpath the south. There is highway verge and footpath to the west, and footpath to the south and east. To the north is a two-storey building.



View west over site with estate access and Kaolin Heights beyond



Two storey building to north



Office units east of the application site

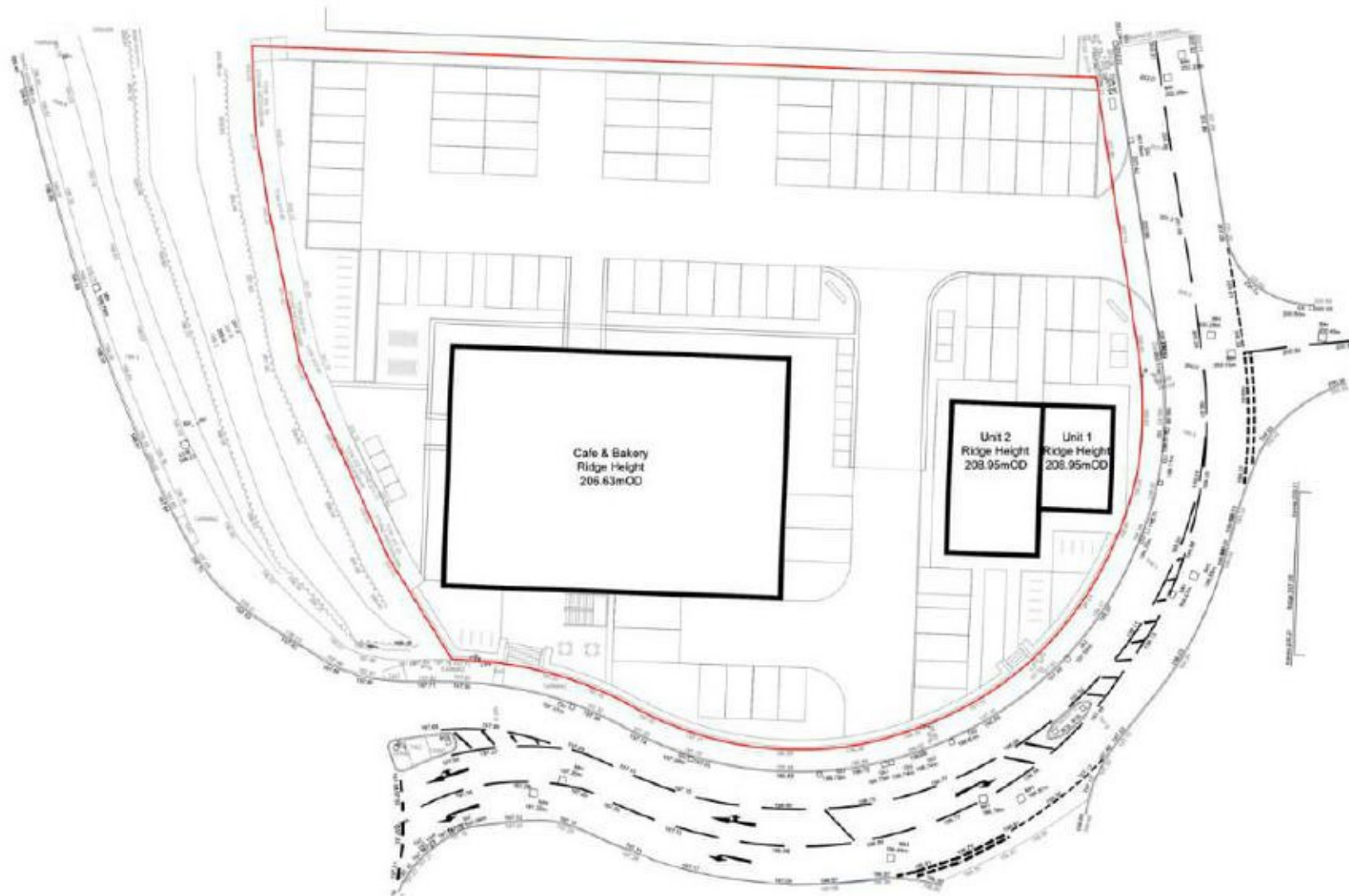


Public house/restaurant and Hotel

- 2.3 The site is located outside any settlement and is not within a local or nationally designated landscape. The site falls within the St Austell Critical Drainage Area, a general area known to be susceptible to flooding.

3. Proposed Development

- 3.1 The proposed development comprises the two separate buildings one of 636 sqm footprint, excluding decking and the other of 149 sqm footprint excluding balconies. Both are served by pedestrian accesses from the footpath to the south and southeast with a single vehicular access in the northeast corner of the site. Much of the site given over to a parking provision of 82 spaces, split 50 to the bakery and 32 to the office. Cycle racks are also to be provided.



Proposed site layout

- 3.2 The main structure is a bakery of two storey height providing preparation, staff and office facilities. The design utilises the level changes within the site, to including a decked eating area serving a cafeteria at first floor. The use is B2, being the predominantly a bakery in function with ancillary café. Filtration will be included in the bakery exhaust to reduce odour if required by the Council's Public Protection Officers.



Illustrative image from southwest

- 3.3 The smaller structure provides two office units, one to serve a construction firm the other to serve a solicitors practice. This building is three storey and includes balconies to serve the first and second floor. Divided into two elements, the larger unit is intended to include meeting room facilities. The use is Class E being services appropriate to provide in a commercial, business or service locality, Schedule 2, part A, c(ii) or g(i).



Illustrative view from southeast

3.4 The materials proposed comprise Kingspan QuadCore Evolution insulated wall panels on a frame construction. Windows will be powder coated aluminium, red on the bakery, blue on the office building. Ground source heat pumps will be utilised to minimise energy usage in heating and thus reduce pollution. Parking will be tarmac surfaced.

3.5 Foul drainage will be discharged to the main foul sewer. Surface water will discharge via an attenuation tank as set out in the flood risk assessment.

3.6 Documents and drawings accompanying this planning application comprise as follows:

- Drawing No. KDS0133 0001 P01 - Location Plan, scale 1:1250
- Drawing No. KDS0133 0003 P01 - Existing Block Plan, scale 1:200
- Drawing No. KDS0133 0006 P01 - Proposed Block Plan, scale 1:200
- Drawing No. KDS0133 0007 P01 – Site Section, scale 1:200
- Drawing No. KDS0133 0008 P01 - Proposed Floor Plans (unit 2)
- Drawing No. KDS0133 0009 P01 - Proposed Floor Plans (unit 1)
- Drawing No. KDS0133 0010 P01 - Proposed Elevations (units 1 and 2)
- Drawing No. KDS0133 0011 P01 - Proposed visualisations (units 1 and 2)
- Drawing No. KDS0133 0012 P01 - Proposed Floor Plans (ground floor, café and bakery)
- Drawing No. KDS0133 0013 P01 - Proposed Floor Plans (first floor, café and bakery)
- Drawing No. KDS0133 0014 P01 - Proposed Elevations (café and bakery)
- Drawing No. KDS0133 0015 P01 - Proposed Elevations (café and bakery)
- Drawing No. KDS0133 0016 P01 – Proposed visualisations (café and bakery)
- Transport Statement
- Flood Risk Assessment and Surface Water Drainage Strategy
- Attenuation Calculations
- Greenfield Run-off Calculations
- Drawing No. J-1980 2001 - Proposed Road and Parking Arrangement
- Drawing No. J-1980 2401 Rev A - Proposed Road General Arrangement

- Drawing No. J-1980 3001 Rev B - Proposed Surface Water Drainage Plan
- Drawing No. J-1980 3401 Rev A - Typical Drainage Details

4. Design Considerations

- 4.1 The proposed **use** will be as three units of commercial development with associated parking areas as described in the application forms.
- 4.2 The **amount** of development that is the subject of this application is as illustrated in the accompanying plans and set out in detail in part 3, of this explanatory statement.
- 4.3 The **layout** of the proposed development is determined by the pre-existing access location, by land levels and the proximity of neighbouring buildings together the balance of the need for car parking against the floor areas and function of the buildings.
- 4.4 The **scale** of the development will be appropriate to the immediate setting and to the character of the area taking into account the allocation of the site as part of a wider commercial development and the form, function and location of neighbouring commercial buildings/uses.
- 4.5 Additional **landscaping** is proposed but is not detailed in the plans submitted. Additional landscaping is however intended as illustrated in the visuals accompanying the application, and a condition is invited so that details can be provided in response having first established the form of acceptable development.
- 4.6 The **appearance** of the proposed buildings from the street will be in scale with neighbouring buildings incorporating suitable materials appropriate to this location.
- 4.7 The **access** to public areas of each unit will be by a level path leading from the parking provision and estate road. Wherever possible movement within the site is achieved by gentle slopes and although steps have also been utilised, these are not the sole means of access.

5 Planning Policy

Revised National Planning Policy Framework

5.1 This policy guidance forms the current mainstay of the planning system for the nation and places emphasis on the presumption in favour of sustainable development. Sustainable development is described at paragraph 8 as comprising three dimensions requiring the planning system to perform a number of objectives:

- **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

- **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and,

- **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

5.2 Paragraph 11 establishes that a presumption in favour of sustainable development runs through plan making and decision taking. Where the Development Plan is absent, silent or relevant policies are out-of-date permission should be granted unless the protection of areas or assets of particular importance provides a clear reason for refusing the development or any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the Framework policies as a whole.

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

- 5.3 Paragraph 47 reminds practitioners and decision makers that applications for planning permission should be determined in accordance with the development plan.
- 5.4 Paragraph 82 advises that Planning policies should:
- a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;
 - b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
 - c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and
 - d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.
- 5.5 Paragraph 126 sets out that the creation of high-quality buildings and places is fundamental to what the planning and development process should aim to achieve. Good design is a key aspect of sustainable development creating better places in which to live and work and helps make development acceptable to communities.
- 5.6 Paragraph 130 makes clear that planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 5.7 Paragraph 134 advises that permission should be refused for development of poor design that fails to take advantage of the opportunities available to improve that character and quality of an area and the way it functions
- 5.8 Paragraph 154 considers climate change and recommends:
- a) avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and
 - b) can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.

Cornwall Wide Local Plan (CLP)

- 5.9 The Local Planning Authority has adopted the Cornwall Local Plan together with certain 'saved' policies of the former districts where their local plans were adopted.
- 5.10 The submitted local plan contains themes, objectives, and policies, and identifies Community Network Areas.

Theme 1: To support the local economy.

Objective 1: Remove unnecessary barriers to jobs, business and investment through a positive policy framework

Theme 2: To enable self-sufficient and resilient communities.

Objective 5: Allow people and communities to provide for jobs and deliver homes locally to meet needs, where they can best support the role and function of local communities as well as allow for further change and adaptation.

- 5.11 Policies of the Cornwall Local Plan that apply to the proposed development and which are to be given weight in the consideration of this development proposal are as follows:
- 5.12 Policy 1 confirms the presumption in favour of sustainable development and indicates that the Local Planning Authority will take a positive approach to development proposals. The LPA advise of their intention to work with applicants to find solutions necessary to allow proposals to be approved where possible through securing development that improves the economic, social and environmental conditions of the area.
- 5.13 Policy 2 identifies Key targets and Spatial Strategy establishing goals for industrial, renewable energy, and housing provisions. Three main considerations are identified in maintaining the dispersed development pattern of Cornwall:
- Respecting and enhancing the quality of space;
 - Providing the solutions to current and future issues; and,
 - Generating and sustaining economic activity.
- 5.14 Policy 2A sets out the aim to facilitate the provision of 38,000 full time jobs and 704,000 sq. metres of employment floorspace to help deliver a mix of 359,583 sq. metres of B1a and B1b office and 344,417 sq. metres of B1c, B2 and B8 industrial premises in the period to 2030.
- 5.15 Policy 3 assesses the Role and Function of Places. The policy establishes a hierarchy for the delivery of a range of developments through site allocations, DPD or neighbourhood plans. A number of main settlements are identified including St Austell where development within or well relate to those towns will be permitted together with forms of development that may be acceptable in or well related to smaller settlements. Criteria consider and identify infill sites, rounding off, previously used land and rural exception sites.
- 5.16 Policy 5 addresses business and tourism across a number of issues including encouraging business space in locations well integrated with settlements and within areas well served by public transport.

- 5.17 Policy 12 reinforces the importance of Design and the Council's commitment to achieving high quality buildings and places. Developments will be judged against the fundamental principles of design: a) character; b) layout; c) movement; d) adaptability; and, e) process. Part 2 considers the impact of development in terms of overlooking and unreasonable privacy loss; overshadowing and overbearing impacts; and, unreasonable noise and disturbance.
- 5.18 Policy 16 sets out the desire to secure an environment capable of enjoyment without harm from pollutants, including air quality.
- 5.19 Policy 27 addresses Transport and Accessibility and is a policy aimed at 'all developments'. There should be safe and suitable access to the site for all people without significant adverse impact on the local or strategic road network.

China Clay Community Network Area

- 5.20 Seen as part of St Austell although within the parish of Treverbyn the site is most closely related to St Austell in function. The site falls within the Regeneration Area for the China Clay area in respect of which a document was published in 2011 and while not evidently adopted as part of the local plan, it is nonetheless mentioned. As written, the policy primarily applied to major applications where departures from contemporary planning policy.

Cornwall Site Allocations DPD

- 5.21 Formerly allocated by the Borough of Restormel Local plan by Policy SA8 of that plan for business, industry and warehousing, the site is not identified in the Site Allocations DPD although it is described as providing an important contribution to the town's economy.

6 Planning Analysis

- 6.1 The site is part of a business park previously created through policy SA8 and seeks to provide for business, industry and warehousing although a wider range of uses is in fact accommodated. Although the policy is no longer applicable, it was not 'saved', the business park is well established though not fully developed. The developments proposed are fundamentally in keeping with their surroundings and on the basis of the previous policy allocating the site as a business park, complies with Paragraphs 11 and 47 of the NPPF such that it should granted planning permission without unnecessary delay.

- 6.2 The development proposed is a mixed development providing office space of a form not usually found in town centres and a bakery unit. The offices are not 'drop in' locations such that they contribute towards the attractiveness of a town centre. Similar office spaces exist on the business park with Coodes Solicitors and Rowett Insurance Brokers both occupying premises.
- 6.3 The proposed bakery comprises an industrial use with the café element ancillary to that use. It is appropriate in scale and form to the location. The building is separated from other buildings by an expanse of parking such that the activities of the bakery are unlikely to result in noise or odour impacts given the degree of separation. However, the applicant is mindful to include suitable filters in the vent of the production areas if recommended by the Council's Public Protection Officers. The bakery will mainly serve other premises with baked cakes etc while also preparing savoury items to be finished at existing outlets other than for limited baking necessary to serve the on-site cafeteria.
- 6.4 The site is a sloping site such that the level changes overall will accommodate, as far as possible, a storey height thus minimising the impact on outlook, light and shadow on the business units to the north. The bakery will only present a single storey to the north and, being separated by over 28m, and given times of operation, impacts from the baking activities will be negligible.
- 6.5 The offices proposed in the second unit will enjoy main outlook to the south over the bay and being relatively narrow will not adversely impact the unit to the north in terms of light or shadow. Although three stories in height, the topography of the location will accommodate a storey of the building reducing apparent height to two stories when viewed from the north.
- 6.6 With regard to the siting and height the buildings proposed, possible impacts have been minimised while still providing for an effective and efficient use of the land. The position of buildings within the site places the activities least likely to be intrusive closest to similar uses and the industrial element furthest from those locations.
- 6.7 The development will be in accordance with Policy 2 of the adopted local plan and paragraphs 126 and 130 with each element of the development being of a suitable colour, mass and form. The cladding materials provide a high level of insulation and the window arrangement, with the largest facing south, provides natural light and passive solar gain. Taken with the use of ground source heat pumps, the design is highly sustainable. Corporate identity is achieved through the window/door colouring. The appearance of the buildings present on the estate are primarily of functionality, other than with regard to the pub/restaurant/hotel group, such that a particular consideration and reflection of the Cornish vernacular form is not necessary.

- 6.8 Notwithstanding that the business park results from fulfilment of an earlier policy allocation and should therefore be considered inherently acceptable in terms of location and transport, the Transport Assessment accompanying the application further sets out the transport credentials of the site including accessibility by road, by foot, by cycle and by public transport. Analysis of the timing of the movement of staff and café use indicates no significant impact on the road network.
- 6.9 The location of the site within a Critical Drainage area is significant and the matter is dealt with in detail in the accompanying Flood Risk Assessment and Surface Water Drainage Strategy. As a longstanding location for development likely to include large impervious surfaces the overall impact of the development cannot be in principle unacceptable.
- 6.10 An issue of possible land contamination was raised by the raised by the Public Protection Officers when considering the recent outline planning application. A previously undertaken Phase 1 investigation found that there was a potential risk from Heavy Metals and Radon gas. This report was provided in respect of planning application PA20/03946. There is evidently a requirement for a Phase 2 report with appropriate risk assessment and mitigation.
- 6.11 The local plan encourages development well related to towns and villages and as a previously allocated site and being in accordance with Policy 3, there can be no in principle objections regarding location.
- 6.12 The local plan sets out to encourage the provision of full-time jobs and of employment floor space and accordingly the development is acceptable on this basis delivering both employment opportunity and premises such that it is in accordance with policy 2A and 5.
- 6.13 Policy 1 of the local plan and the key consideration of the NPPF, as established at paragraph 7, set out in detail in paragraph 8, is that development should be sustainable.
- 6.14 In considering the three key elements of sustainability it is immediately evident that the development proposed is both satisfactory and desirable. The development will contribute to the local economy and help secure the long-term growth and viability of the business concerned. The employment and social elements of the development will contribute to the social and cultural well-being of the community and being well designed, be part of a safe built environment. Good design represents the enhancement of our built environment and bringing this serviced plot into use after many years where it has been vacant and unkempt is a further benefit.

7. Conclusion

- 7.1 The development through the proposed uses and location, its employment generation and careful design, including siting relative to neighbouring developments is well considered and complies with local and national policy as set out in the local plan and NPPF.

- 7.2 Detailed assessment of surface water drainage, and transport availability and impacts, shows that the development can be accommodated without harm to the wider area including the transport network. As the site is clearly well located, safe and accessible, the proposal should be supported, and planning permission granted.

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