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**18/00584/REM**

**LAND EAST OF RUGBY CLUB, AVIATION WAY, ROCHFORD, SS26UN**

**RESERVED MATTERS APPLICATION FOLLOWING OUTLINE PERMISSION REFERENCE 15/00781/OUT TO CONSIDER DETAILS IN CONNECTION WITH A PROPOSED EMPLOYMENT UNIT FOR B1/B2 (BUSINESS/GENERAL INDUSTRIAL) USE INCLUDING DETAILS OF ACCESS, LAYOUT, APPEARANCE, SCALE AND LANDSCAPING**

**APPLICANT: HENRY BOOT DEVELOPMENTS LTD (SOUTH)**

**ZONING: LONDON SOUTHEND AIRPORT AND ENVIRONS JOINT AREA ACTION PLAN (JAAP)**

**PARISH: ROCHFORD PARISH COUNCIL**

**WARD: ROCHFORD**

## **1 RECOMMENDATION**

1.1 It is proposed that the Committee **RESOLVES**

That Reserved Matters approval be granted, subject to the following heads of conditions:-

- (1) Time Limits Full – Standard
- (2) A landscaping condition specifying further details in relation to species type, planting mix, planting density and time of implementation of planting and ongoing management.
- (3) A condition relating to archaeological investigation and post excavation assessment:-
  1. No development or preliminary ground works can commence on those areas containing archaeological deposits until the satisfactory completion of field work, as detailed in a mitigation strategy, and which has been signed off by the local planning authority through its historic environment advisers.

2. The applicant will submit to the local planning authority a post-excavation assessment (to be submitted within six months of the completion of field work, unless otherwise agreed in advance with the Planning Authority). This will result in the completion of post-excavation analysis, preparation of a full site archive and report ready for deposition at the local museum, and submission of a publication report.
- (4) Parking – increased powered two wheeler space quantity.
- (5) Materials to be agreed.
- (6) Extraction to be agreed.

## **2 PLANNING APPLICATION DETAILS**

- 2.1 This application seeks approval for the layout, appearance, scale and landscaping in connection with the establishment of the first phase of development following the grant of outline approval for a business park under outline reference 15/00781/OUT. The current application relates to all works associated with the establishment of an employment unit for B1(Office) and B2 (General Industrial) use which is to be served by 226 car parking spaces and a servicing yard. It should be noted that the application refers to 225 parking spaces; however, 226 appear to be present.
- 2.2 The proposed building comprises a twin span rectangular structure being 143 metres in length and 70 metres in width providing a total gross internal floor area of 11,463 m<sup>2</sup> which is comprised of the following: 8,578m<sup>2</sup> Manufacturing Area, 2,866m<sup>2</sup> Office and ancillary accommodation. Of the 225 total parking spaces to be provided 11 are to comprise disabled parking bays. During the course of the application a revised plan was provided showing an increase in cycle parking to a total of 100 spaces in light of comments received from ECC Urban Design.
- 2.3 9 spaces are provided for Powered Two Wheel Vehicles located to the eastern end of the car park. The details also indicate the provision of an operational yard area to the south (rear) elevation of the building shown to be accessed from the spine road which was the subject of consideration and approval under a separate Reserved Matters application reference 18/00411/REM. This operational area extends the entire length of the building at the southern aspect and envelopes the east elevation of the building in order to provide access to delivery vehicles.
- 2.4 Perimeter landscaping is indicated to be provided by the site plan varying in depth between 17 metres and 2 metres along the southern boundary of the site, which is an arrangement reciprocated to the eastern boundary. A landscape buffer is provided to the west elevation of the building providing screening from the location of the proposed spine road whilst the car park to

the north elevation of the building is subject to a narrower landscaping ribbon being 2 metres in depth.

### **3 MATERIAL PLANNING CONSIDERATIONS**

#### **Site and Context**

- 3.1 The site is located to the south eastern corner of the business park site which was granted outline planning permission under reference 15/00781/OUT. The site is situated north of Aviation Way Industrial Estate and south of the new rugby club, which is being relocated to enable the wider development proposals approved by the outline planning consent to be delivered.
- 3.2 The site in character constitutes a level field which is used for arable purposes bearing no notable land form features. The site is broadly rectangular in shape being 156 metres in length at its northern boundary and 200 metres at its western boundary from which the site will be accessed via a part of the spine road which was the subject of approval under the separate Reserved Matters application recently considered (18/00411/REM) by the Development Committee, albeit this was subject to a planning condition requiring details of gate control to be agreed. The southern boundary of the site runs parallel with the rear boundary of a two storey business unit, which fronts onto Aviation Way whilst the east boundary runs with the field edge which borders an area of uncultivated land which is densely vegetated.
- 3.3 The site will deliver the first phase of built development as conceived by the Joint Area Action Plan (JAAP) which cites B1(Office) and B2 (General Industrial) as predominant uses within the site to deliver economic growth in alignment with the overarching objectives of policy. To deliver this objective the new roundabout has been constructed within Cherry Orchard Way to the north-west of the application site, together with a roundabout within the business park and a spine road linking to the entrance to the approved Westcliff Rugby Club location.

#### **Relevant Planning History**

- 3.4 15/00781/OUT - outline application with all matters reserved apart from access to the site off Cherry Orchard Wway to create a business park to comprise use classes B1 (business), B2 (general industrial) and ancillary uses to include A1 (retail), A3 (restaurants/cafés), A4 (drinking establishments), C1 (hotel), D1 (non-residential institutions), D2 (assembly and leisure) and B8 (storage and distribution). Provide hard and soft landscaping and demolition of existing rugby club and associated works. APPROVED.
- 3.5 16/00898/ADV – Erection of two signs at Airport Business Park, Cherry Orchard Way, Southend, SS2 6UN. APPROVED.
- 3.6 16/01110/DOC: Submission of details pursuant to conditions 7,11,15, 22, 23 and 27 of outline planning permission to create a business park to comprise

Use Classes (B1) (Business), B2 (General Industrial) and Ancillary uses  
Reference 15/00781/OUT . CONDITIONS DISCHARGED.

- 3.7 17/00192/DOC: Application to discharge condition number 22 (Mitigation of Construction run off) to permission granted 31 October 2016 for business park under application reference 15/00781/OUT: PENDING CONSIDERATION.
- 3.8 18/00411/REM - Reserved Matters application for phase 2 infrastructure works comprising a spine road and associated infrastructure, including the creation of green corridors pursuant to creating access to all parts of the business park following approval of application reference 15/00781/OUT. APPROVED.

### **Principle of Development**

- 3.9 The principle of development of a business park at this site has already been established by the outline planning permission 15/00781/OUT. Specific matters including the location of the spine road and the green corridors have already been approved by the separate Reserved Matters application reference 18/00411/REM, which provides the basis for access and circulation within the site and provides an understanding as to how phased development the subject of a number of separate Reserved Matters applications may now come forward. Other considerations, including issues such as flood risk, drainage and ecology, were dealt with at the outline stage and subject to planning conditions on the outline planning consent. The requirement for all subsequent development coming forward to achieve a 'Very Good' BREEAM rating has also been specified by the outline planning consent.
- 3.10 Policy E3 of the JAAP allocates land, including the application site, for development of a new business park.
- 3.11 This application is considered in light of the overall Master Plan conceived for the site, as originally set out by the outline planning permission. This has been amended by the 18/00411/REM application, which now indicates the central 'green ribbon' which previously formed a continuous line across the site as following a different line veering north. This current application does not affect that revised green corridor.
- 3.12 The key matters for determination in this application are as follows:-
- (a) The acceptability of the proposed access, layout, appearance, scale and landscaping of the site; and
  - (b) The acceptability of the proposed use and quantum of development (in accordance with the outline planning permission).

### **Access**

- 3.13 Access as a Reserved Matter is defined as 'the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and

treatment of access and circulation routes and how these fit into the surrounding access network.'

- 3.14 The vehicular access to the site is shown as being served by the eastern section of the spine road which would provide access to the car parking area to the north of the building and a further access off that spine road close to its junction with Aviation Way, which is shown to be capable of accommodating long vehicles. The proposed site layout plans indicate the sweep path required by delivery lorries. There is no indication that the geometry of the access is insufficient such as to be incapable of providing such access. The county highway authority has not commented on this application.
- 3.15 Two vehicular accesses are proposed, one for the car park and one for the service yard. Providing a separate HGV and service vehicle access will prevent any pedestrian conflicts, keeping these vehicles away from staff and the visitor parking area. Signage may be necessary, located adjacent to access points, to ensure the correct access is used.
- 3.16 The site layout plan indicates that vehicular movements will circulate in an anti clockwise direction within the identified car park area, whilst a footway provision for pedestrians is located along the south aspect of the car park with a dropped kerb shown adjacent to the disabled parking bays.
- 3.17 There appear to be no pedestrian crossing points within the car park itself from the far side of the car park to any centrally located walkway, whilst cycle storage is indicated to be located to the side of the building.
- 3.18 Access also includes considerations of access to and within the site and circulation within the site which is inevitably linked to the layout of the proposed development in this respect. The issues raised by Essex County Council Place Services Urban design have been noted and taken into account.

### **Parking**

- 3.19 The indicative site layout at outline application stage indicated that an appropriate level of car parking is likely to be achieved.
- 3.20 The Design and Access Statement (DAS) indicates that assuming a split of floor space being 2,886 m<sup>2</sup> office (B1) and 8,577 m<sup>2</sup> of general industrial space, the levels of parking proposed are in accordance with the parking standards. The comments received from Essex County Council Urban Design are noted. The parking layout has changed, compared to the indicative layout shown by the outline application, as it has been relocated to the north of the building.
- 3.21 The ECC Urban Design Officer comments that the level of car parking provided has been justified as being compliant with Rochford Parking Standards SPD in the DAS; however, when they calculated the required standard using the SPD and the floor areas of B1 and B2 use included in the

Design and Access Statement they found that the scheme did in fact under provide for all types of parking. They go on to state that the under provision of cycle parking is a concern as the scheme aims to promote sustainable travel; however, this under provision may lead to a lack of spaces for staff that choose to cycle to/from work.

- 3.22 Another concern expressed by the ECC Urban Design Officer is the fact that all vehicle spaces are proposed as the minimum sized bay (2.5m x 5m). It is noted that the Rochford Parking Standards SPD state that the minimum bay size is to be used in exceptional circumstances only. The Landscape Design Code approved as part of the outline application showed intended use of the minimum bays; however, this set the principle of the development's design. It was not intended to be prescriptive. There is no justification for use of the minimum parking bays. There are no exceptional circumstances for its intended use, which is a requirement of the Parking Standards document. On this basis a condition should be imposed requiring the parking layout to be amended to incorporate the 2.9m x 5.5m requirement. The 6m reversing distances are currently provided. To enable the 2.9 m lengths to be provided will require a reconfiguration of the parking area. There is a possibility that as a result the parking numbers may be reduced; however, for B1 and B2 uses parking figures are maximums and therefore a slight reduction would not be considered objectionable.
- 3.23 The maximum required parking spaces would equate to 268 spaces. The current proposal has 226; however, this is a maximum figure and the proposed quantity is considered acceptable. With regard to cycle provision, 97 spaces are required, 100 are now proposed. 9 powered two wheeler spaces are shown, 11 are required. However, it is considered that 11 can be provided in the area shown for such parking controlled by planning condition.

### **Layout**

- 3.24 The layout is designed to provide separate vehicular access off the spine road to the car parking area located to the frontage of the building and to the rear operational yard which reduces conflict of vehicular movements. The building is orientated with its long elevations facing south and north with frontage surveillance over the parking area. Landscaping is proposed around the perimeter of the site which will screen the site and create a sense of its own space within the wider developments within the business park.
- 3.25 Internally the layout is appropriate dividing the office and ancillary spaces over two floors on the north side of the building whilst providing an open plan double height manufacturing area for the remaining internal area. Placing the office and ancillary space to the north of the building has provided an active frontage over the car park and main entrance providing sufficient levels of passive surveillance. The comments received by Essex County Council Urban Design with regard to further opportunities to enhance the surveillance over the street frontage on the west elevation and the cycle store and the refuse zone to the east is noted. The comment regarding the opportunity to create a

glazed stair core providing an enhanced level of active frontage and overlooking is also noted.

- 3.26 ECC comments received also indicate that the location of the cycle store could be improved. As the store is located around the corner of the building it is not immediately obvious to users that secure cycle storage is available. ECC goes on to explain that the cycle store is not overlooked at all as the eastern elevation has no windows on the elevation.
- 3.27 Despite the comments received, it is considered that in its entirety the layout is well conceived. Although the areas of hardstanding appear to be greater than that indicated on an indicative site layout Master Plan at outline stage – it is important to remember that this was an indicative layout only, which did not pre determine the acceptability of the separate Reserved Matters applications which were to follow.
- 3.28 The layout is aligned with the layout shown on the 18/00411/REM application which indicates that the layout dovetails in with the overall indicative Master Plan for the site, as shown by the outline application 15/00781/OUT. The layout is not changed in any significant degree from the overall layout shown by the outline application which ECC Urban Design indicated at that time was likely to be acceptable. It was indicated at outline stage that larger B1/B2 units towards the rear of the wider site is acceptable at this location.
- 3.29 The layout of the site does not impact upon the landscaping conceived for the site nor the capability of the development approved at outline to meet SuDS requirements which is to be achieved by the provision of the central ribbon corridor which not only provides a central pedestrian/cycle route but which also provides surface water attenuation. This development would therefore not compromise the ability of strategic landscaping to be achieved on the wider site.
- 3.30 The layout fits with the layout of the main spine road which has been approved as part of a previous Reserved Matters application. A refuse area is shown in two locations on the site which is considered acceptable.

### **Appearance**

- 3.31 Policy CP1 of the Rochford District Council Core Strategy (2011) promotes high quality design, which has regard to the character of the local area. Design is expected to enhance the local identity of an area. Policy DM1 of the Development Management Plan (2014) requires that the design of new developments should promote the character of the locality to ensure that the development positively contributes to the surrounding natural and built environment and residential amenity. Good design is a key aspect of sustainable development and is indivisible from good planning. Proposals should contribute positively to making places better for people. At a local level, policy DM1 requires that key issues of design and layout have been carefully considered.

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- 3.32 The building has been designed to have regard to the surrounding built context within Aviation Way Business Park, as well as the wider landscape and setting. The height for the proposed unit is 10.5m to the top ridge, which falls within the parameters set out within the Design Code. The design incorporates two gently curved roofs, which are set as low as possible, whilst achieving the required internal heights. The curving of the roof adds visual interest as well as referencing the form and appearance of an aircraft hangar.
- 3.33 An internal height of 7 m responds to Ipeco's specific requirements within the manufacturing and office areas.
- 3.34 The form of the building is largely driven by the internal functions of the proposed development. The overall form expresses architectural interest via the double curved roofs. The approach to the building elevations provides a contemporary aesthetic and has been composed with the intension of reducing the overall scale through horizontal banding that seeks to visually reduce the height of the building.
- 3.35 Dark grey micro rib cladding and lighter grey profiled sheet cladding, positioned horizontally and vertically, make up the majority of the elevations with the main entrance accentuated by a light grey, framed entrance feature.
- 3.36 Ribbon windows help break up the front elevation, expressed as horizontal banding, helping to reduce the scale and draw interest along to the main entrance positioned centrally along the building frontage. These windows provide significant amounts of natural daylight and ventilation to office areas. A feature window is used to add interest to the western end of the building elevation.
- 3.37 Materials have been selected that are fit for purpose and adhere to principles set out in the Design Code. Colours, including dark and light greys, have been chosen to reflect an agricultural aesthetic and to be sympathetic to the natural environment. Vivid colours have been avoided. Materials are composed to break up the elevations and help reduce the vertical scale of the building by generating horizontal banding. A condition requiring details around materials should be imposed to ensure that a suitable palette with samples is considered, especially considering this is the first phase of new development at this site. It is important that material usage is to a high and acceptable standard.
- 3.38 The following material palette would be used for the proposed development:-
- Walls: Proprietary profiled metal sheet cladding system in black and grey. Panels installed horizontally and vertically across the elevations which helps to break up the visual mass of the building and create a visual rhythm across the building frontages.

Roof: Proprietary profile metal sheet built up roofing system in grey. For units 1- 3 panels are installed parallel to the roof span to accentuate a gentle roof curve.

Roof lights: Clear, low reflection GRP.

Windows: Aluminium framed double glazed ribbon windows. Frame colour black.

Entrance doors: Aluminium framed doubled glazed doors with side lights. Frame colour black.

External security doors: Painted steel security doors to fire exists. Frames and doors to be in dark grey/black.

Roller shutter doors: Insulated colour coated metal roller shutter door in dark grey/black.

Site security fencing: 2.4m high metal mesh paladin fence with polyester powder coated finish

- 3.39 The proposed external lighting design is comprised of both column and building mounted LED fittings. The lighting will supplement Ipeco's CCTV system and covers all areas of the site to provide a safe and secure environment. The LED lighting benefits from minimal light spillage, compared to sodium and other lighting methods. The lighting design is to be CAP 168 compliant with regard to the proximity of London Southend Airport. It will also accord with design principles to minimise the impact on bats.
- 3.40 The comments received from Urban Design are noted.
- 3.41 It is noted that the outline Design Code states that "buildings along the rural boundary should reflect a more naturalistic environment through the introduction of timber and a natural colour palette". The view is expressed that currently the proposed scheme does not make use of a natural colour palette or timber as a material choice. It is recommended that a final material sample board is submitted to the local authority for approval.
- 3.42 The view is expressed that the elevations fenestration arrangement on both the ground and first floor for the office accommodation provides a consistent rhythm on the façade; however, as mentioned above, ECC Urban Design would like to see a fenestration layout for the east and west elevations to ensure all elevations have an active frontage where possible. ECC also states that the internal layout lends itself to creating a slightly higher building element at the north-west corner stair core creating a bookend feature, which addresses the street frontage and creates a sense of arrival at the entrance.
- 3.43 The height is considered appropriate for the site and meets the 1-2 storey height requirement of the outline application. The height also ties in with the existing buildings on Aviation Way, as well as the surrounding proposed units.

An area for extraction is proposed to the southern elevation but no details have been provided regarding the intended equipment. Details around this should be controlled by planning condition.

### **Scale**

- 3.44 The scale is considered acceptable in terms of its relationship with the wider site and the development which is to come forward in the future.

### **Landscaping**

- 3.45 Condition 19 of the approved outline application requires all Reserved Matters applications to accord with the principles of design, as set out in the landscape and design codes. The codes are not intended to fix the design or pre determine the requirements for each of the separate Reserved Matters applications which are to follow the outline approval, but rather set out principles for the design elements of the scheme. Landscaping comprises a fundamental aspect of design as it integrates the development with its wider setting and contributes to maintaining separation and screening the neighbouring sites.
- 3.46 Although the extent of the land to be utilised to provide landscaping is shown on the submitted plans, the application does not provide a landscape specification indicating the species mix, planting density, the height of hedge and tree species at their time of planting or maintenance thereafter. The conditions on the outline relate to those strategic landscaped areas within the site which are not impacted upon by this application.
- 3.47 The site layout plan which accompanied the Reserved Matters application for the spine road and associated works indicates an indicative arrangement which is consistent with the layout of site now the subject of this current Reserved Matters application. It can be concluded that the extent or location of the landscaping will not impact upon those areas of planting which were required as a matter of principle on the outline, or as shown on the 18/00411/REM application, which indicates a continuum of planting following a line from west to east which then takes a line north which is outside the red line indicated by this planning application.
- 3.48 The statutory consultation response received from Essex County Council Place Services Urban Design is noted in that the area of landscaping, as compared to the outline application, appears to have been reduced. Given the issues and facts cited, it is not considered that the extent of landscaping is insufficient as the depth of the perimeter ribbons are considered to be strategically located such as to ensure that the building is optimally screened.
- 3.49 Considering this application in the light of the indicative master plan for the site, it is not felt that the proposed layout would compromise the ability of strategic landscaping to be achieved on the wider site.

- 3.50 A condition specifying further details in relation to species type, planting mix, planting density and time of implementation of planting and ongoing management is considered appropriate as this specific detail is not covered by the outline as this was not its intention. No details or conditions are considered necessary with regard to tree protection during any phase as this is covered by condition 25 of the outline consent.

#### **Acceptability of the Proposed Use and Quantum**

- 3.51 The outline planning permission granted consent for a business park to comprise use classes B1 (business), B2 (general industrial) and ancillary uses to include A1 (retail), A3 (restaurants/café), A4 (drinking establishments), C1 (hotel), D1 (non-residential institutions), D2 (assembly and leisure) and B8 (storage and distribution). Provide hard and soft landscaping and demolition of existing rugby club and associated works. This application constitutes the first phase of development which will deliver a gross internal floor area of 11,463 m<sup>2</sup> which is comprised of the following: 8,578m<sup>2</sup> Manufacturing area, 2,886m<sup>2</sup> Office and ancillary accommodation which is considered to be an appropriate ratio which aligns with the principles of the outline planning permission. This also accords with the B1/B2 uses which are considered appropriate within area 3 of the JAAP.

#### **4 CONSULTATIONS AND REPRESENTATIONS**

- 4.1 Essex County Council Historic Buildings and Conservation Advice: No objection.
- 4.2 Natural England: No comment.
- 4.3 RDC Principal Engineer, Commercial Services: No objection.
- 4.4 RDC Arboricultural and Conservation Officer, Environmental Services: No objection.
- 4.5 London/Southend Airport: No objection.
- 4.6 Essex County Council Specialist Archaeological Advice: No objection, subject to conditions.
- 4.7 Essex County Council Place Services Urban Design: Objection.

On the grounds that the parking location and configuration has changed relative to the indications of layout on the outline planning permission. Indication is provided that the layout and design on the whole is acceptable, with the exception of parking. Suggested design improvements in terms of internal layout to provide active surveillance are recommended.

- 4.8 Essex Police: No objection.

Essex Police are already in dialogue with the developers with a view to the development being Secured By Design – Commercial.

## 5 EQUALITY AND DIVERSITY IMPLICATIONS

- 5.1 An equality Impact Assessment has been completed and found that there to be no impacts (either positive or negative) on protected groups as defined under the Equality Act 2010.

## 6 CONCLUSION

- 6.1 The proposal is considered not to cause undue demonstrable harm to any development plan interests, other material considerations or to the character and appearance of the area such as to justify refusing the application.



Matthew Thomas

Assistant Director, Planning and Regeneration Services

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### Relevant Development Plan Policies and Proposals:

Policies: E1,E3,E5,E6,T1,T3,T4,T5,T6,T7, ENV5 and ENV7 of the Joint Area Action Plan (JAAP)

Policies CP1, T1, T3, T6, T7, ED1, ED2 and ED4 of the Core Strategy 2011

Policies DM1, DM25, DM26 and DM31 of the Development Management Plan 2014.

### Background Papers

None.

For further information please contact Arwel Evans on:-

Phone: 01702 318127

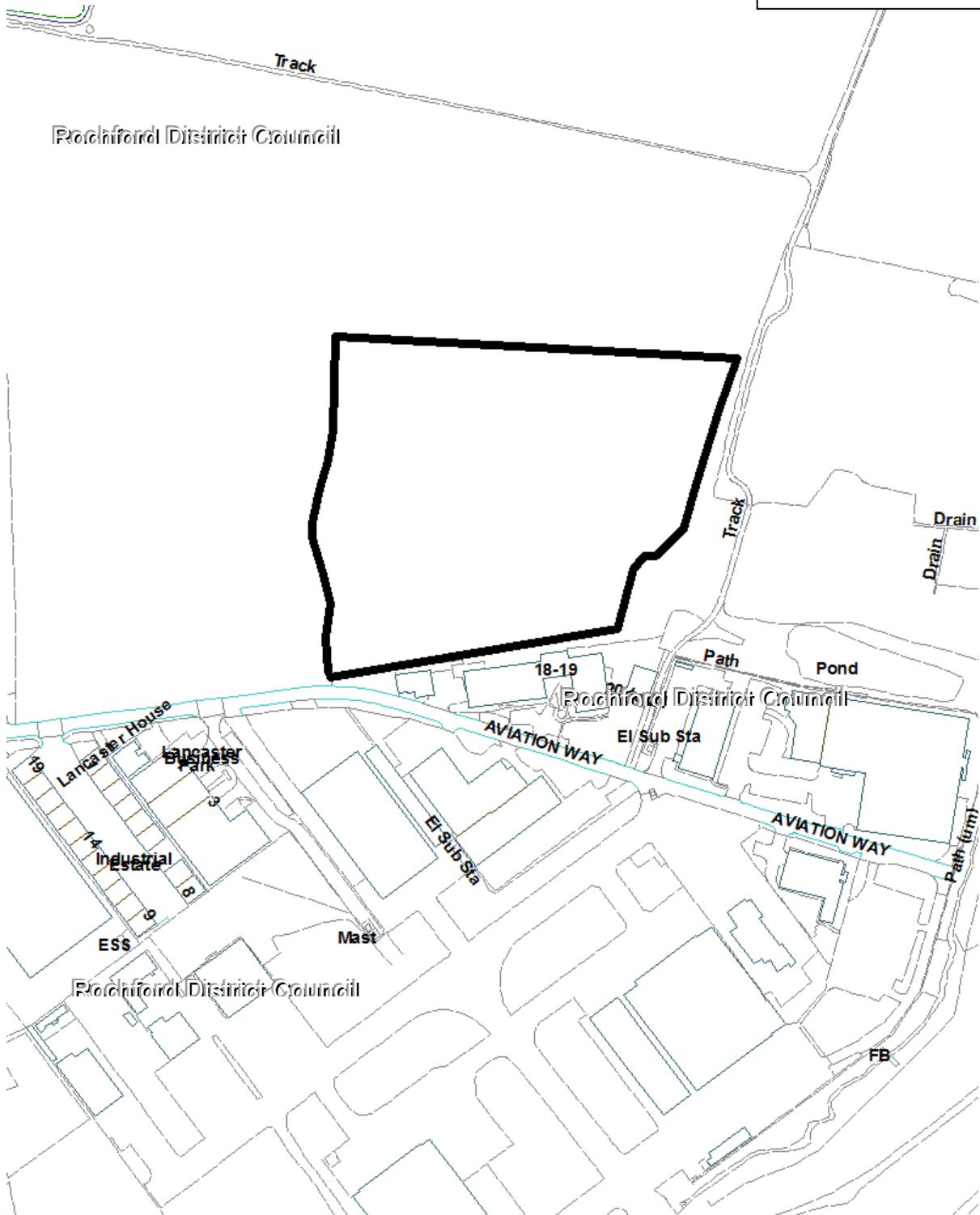
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