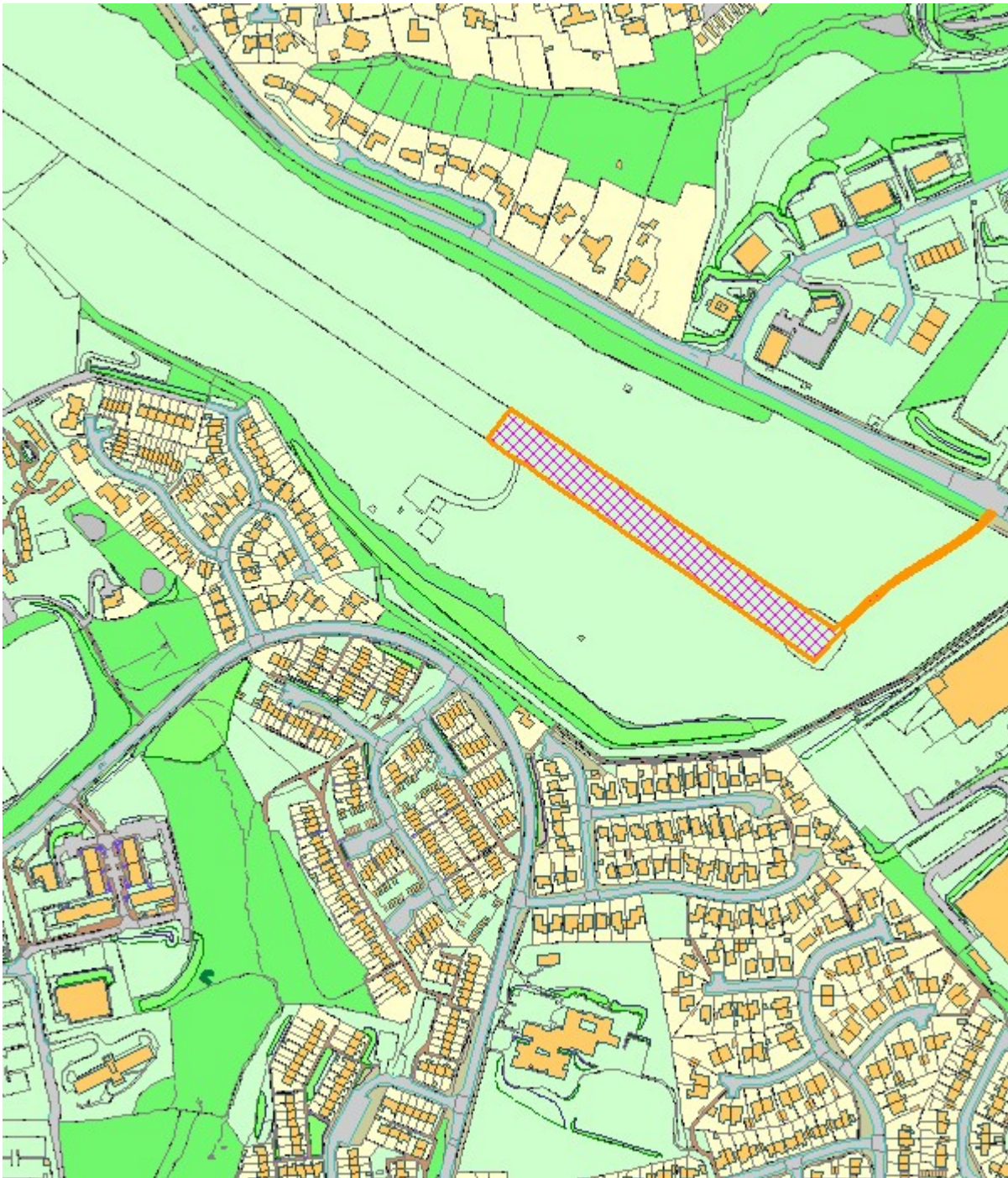


PLANNING APPLICATION OFFICERS REPORT



Application Number	20/01788/FUL	Item	04
Date Valid	20.11.2020	Ward	MOORVIEW
Site Address	Eastern End Of Runway 31 Plymouth City Airport Plymouth		
Proposal	Temporary storage for 12 months of bridge beams		
Applicant	Mr Jon Cartwright		
Application Type	Full Application		
Target Date	15.01.2021	Committee Date	14.01.2021
Extended Target Date	N/A		
Decision Category	Councillor Referral		
Case Officer	Mr Alistair Wagstaff		
Recommendation	Grant Conditionally		



This application has been referred to Planning Committee by Councillor Maddi Bridgeman. The referral was made on 23/11/2020

1. Description of Site

The application site relates to a section of Plymouth Airport in the north of the City. The red line application boundary principally relates to the eastern end of the airport site encapsulating the end of the principle runway known as Runway 13/31. This part of the site runs northwest to southeast and is surrounded by the grass edges of the runway. To the east of the runway section the application boundary includes an access track which connects to a service gated access which provides access to Plymbridge Road, this transects a tree/hedge row. The application site is relatively flat. While the application area is mostly encapsulated by the wider airport, beyond this to the south is the residential area of Thornbury, to the east

is an industrial area with the new Amazon depot abutting the end of the airport. To the north is Plymbridge Road with a mix of industrial and residential uses and to the west is part of the Marjons University campus and Tavistock Road.

2. Proposal Description

The application is for a temporary consent for the use of the land for the storage of bridge beams which are for the construction of the Forder Valley Link Road project.

The application was originally made for a temporary period of 12 months but during the course of the application it has been reduced to a 9 month period following negotiation.

The storage area will accommodate 28 bridge beams which are constructed from concrete, each measuring 34.44m in length, 2.04m wide, 2m high, and weighing 94.3 tonnes each. Given the weight of the beams they are to be delivered on HGV vehicles which are classified as abnormal loads. The application literature also states that the proposals will include vegetation clearance, welfare facilities, the making good of the access route, and trestles required for safely storing the bridge beams on the site.

3. Pre-application Enquiry

The application has not been the subject of formal pre-application advice, however officers of the Local Planning Authority have been involved in discussions relating to the storage location of the Bridge Beams and the application requirements. This principally focused on the identification by the applicants of potential sites for the storage location. This principally related to the Former Seaton Barracks site which is now not proposed given the location of the Covid 19 testing centre on this site.

4. Relevant Planning History

There is a long history of applications on the site for aviation related uses and infrastructure associated with the use as an airport, which ceased being operational in 2011

5. Consultation Responses

Natural Infrastructure - no issues with the proposed application with the works completed in accordance with the ecological note submitted - condition recommended.

Public Protection - no objection and would like a condition on operational activities to be as outlined in the submitted report.

Local Highways Authority

- (Initial response) Little information has been provided in respect of the actual traffic movements associated with the proposal, clarification is sought on the number and size of HGV's that will be accessing the Airport site and at what times of the day, tracking plans are required to demonstrate that HGV's can turn around within the and enter and exit the highway in a forward gear

- (further Response) The applicant has provided information of the type, size and number of vehicle movements. It is noted that the majority of the larger abnormal load movements will be overnight minimising impact upon the local road network. Based upon data provided it is estimated that the facility will generate 216 movements over a 6 month period. Such a low number of movements over this length of time would not give rise to any cause for concern from a highway impact viewpoint.

It is also confirmed that the use of self propelled modular trailers will ensure that there is sufficient room within the site for HGV's to turn thereby entering and exiting the public highway in a forward gear.

A highway dilapidation survey is required up to a minimum distance of 300m on either side of the proposed vehicular access.

Civil Aviation Authority - requested but not received at the time of the production of the Officer report

6. Representations

At the time of the Committee report production 135 letters of representation have been submitted.

133 were in objection and 2 neutral

The representations raise the following matters:

- Proposal goes against the Joint Local Plan policies PLY42 and SPT8 which seek to safeguard the airport for general aviation use
- The application will restrict the opportunity for the airport to reopen for aviation use and should be reopened for aviation use
- The airport runway should be available for emergency landing of airplane and helicopters including those serving the Hospital
- The temporary uses would damage the runway surface and other infrastructure of the airport limiting its future for aviation purposes. - specific comments raise the impact on the runway surface in light of the runways technical specification and the additional impact of long term storage weight rather than moving aircraft
- Repairing the airport surface would be expensive and requires specialist aviation contractors to ensure the correct specification is met.
- Noise impact on the amenity of nearby residents
- Change of use of the land
- The loss of the airport would impact the JLP strategy and economic recovery including that from Covid and Brexit
- The proposal will delay the potential reopening of the airport
- The airport is a strategic asset for transport and should not be compromised
- The regional airport is needed given the lack of/poor reliability of other transport infrastructure for connections to the nation and Europe.
- Lack of a defined period for storage and start and end dates.

- Fly Plymouth have a viable business plan which aligns with government strategy for decentralising concentration of aviation in the south east to the regional facilities
- The airport should not be used for storage and the application would set a precedent for future applications for storage
- The airport is essential to stimulate economic growth in the city
- The proposal will contribute further to the lack of maintenance and quality of the runway
- If approved the protection of the airport for 5 year should stop while the proposal is in place and damage repaired
- The airport is an important resource for residents
- Economic and social benefits of the airport being operational
- The beams should be stored elsewhere either on the airport site or in other locations.
- Airport would be suitable for new aviation technologies being brought forward.
- Potential for the airport to be used for medical deliveries.

A number of the letters raise matters which do not relate to material planning considerations and are not to be considered in the determination of the planning application, these include:

- The Council is trying to stop the future use of the site for Aviation.
- The airport leaseholder is trying to stop the future use of the site for Aviation.
- It is an offence under the Navigation Act to obstruct the safe passage of an aircraft
- The application should be determined by all 3 Joint Local Plan Councils
- Councillors have sought the protection and future reuse of the airport
- Many people are seeking to ensure the reopening of the airport for aviation use
- Why have Fly Plymouth not been given a chance to operate the airport.
- Council and taxpayers money should not be given to Sutton Harbour
- Issues surrounding the contract requirements between the Council and Contractor
- The Council should take back the lease for the airport from Sutton Harbour Holdings
- Planning application is an attack on the JLP and maybe transparency and democracy itself
- Large dumpy bags have been stored on the runway.

7. Relevant Policy Framework

Section 70 of the 1990 Town and Country Planning Act requires that regard be had to the development plan, any local finance and any other material considerations. Section 38(6) of the 2004 Planning and Compensation Act requires that applications are to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, as on March 26th 2019, the Plymouth & South West Devon Joint Local Plan 2014 - 2034 is now part of the development plan for Plymouth City Council, South Hams District Council and West Devon Borough Council (other than parts South Hams and West Devon within Dartmoor National Park).

On 26 March 2019 of the Plymouth & South West Devon Joint Local Plan was adopted by all three of the component authorities. Following adoption, the three authorities jointly notified the Ministry of Housing, Communities and Local Government (MHCLG) of their choice to monitor at the whole plan level. This is for the purposes of the Housing Delivery Test (HDT) and the 5 Year Housing Land Supply assessment. A letter from MHCLG to the Authorities was received on 13 May 2019. This confirmed the Plymouth, South Hams and West Devon's revised joint Housing Delivery Test Measurement as 163% and that the consequences are

"None". It confirmed that the revised HDT measurement will take effect upon receipt of the letter, as will any consequences that will apply as a result of the measurement. It also confirmed that that the letter supersedes the HDT measurements for each of the 3 local authority areas (Plymouth City, South Hams District and West Devon Borough) which Government published on 19 February 2019. On 13th February 2020 MHCLG published the HDT 2019 measurement. This confirmed the Plymouth, South Hams and West Devon's joint HDT measurement as 139% and the consequences are "None".

Therefore a 5% buffer is applied for the purposes of calculating a 5 year land supply at a whole plan level. When applying the 5% buffer, the combined authorities can demonstrate a 5-year land supply of 6.1 years at end March 2020 (the 2020 Monitoring Point). This is set out in the Plymouth, South Hams & West Devon Local Planning Authorities' Housing Position Statement 2020 (published 23rd December 2020).

Other material considerations include the policies of the National Planning Policy Framework (NPPF), Planning Practice Guidance (PPG) and National Design Guidance. Additionally, the following planning documents are also material considerations in the determination of the application: Joint Local Plan Supplementary Planning Document 2020.

8. Analysis

8.1 This application has been considered in the context of the Development Plan, the Framework and other material policy documents as set out in Section 7. The application seeks temporary consent for the storage of Bridge Beams on Runway 13/31 of the airport, with associated access. As an application for a temporary consent the consideration of the schemes impacts are as relevant as any other application however consideration does focus in on the impacts and considerations for the temporary period.

8.2 In this case officers also need to consider the impact that the temporary use will have on the current lawful use of the site. This is a normal consideration however, given the policy position set out in the Joint Local Plan safeguarding the Airport for aviation, this point requires more detailed consideration than normal.

8.3 As set out above the application originally requested a temporary 12 month period but following negotiation this period has been further reduced to 9 months. For clarity if planning consent were granted the 9 month period would run from the grant of the temporary consent.

8.4 The principle considerations in determining the application relate to the following areas, the temporary uses impacts on the safeguarding of the airport including the potential impacts on the future use of the land for aviation purposes and specifically the runway, impacts on the highway network, the impacts of the proposal on the amenity of the surrounding uses including residential, ecological considerations and finally as a material consideration the role of the stored items in relation to the delivery of the Forder Valley Link Road. In this regard the key policies considered in relation to the proposals are Joint Local

Plan policies S04, SPT8, PLY42, PLY40, PLY47, DEV1, DEV2, DEV20, DEV26, DEV28 and DEV29 and the national policies set out in the Framework.

Airport Safeguarding

8.5 The application site forms part of the Plymouth Airport Site, and includes in its redline the eastern extent of the runway 13/31 and the access track and gated access to Plymbridge Road, which was previously used for access for emergency vehicles into the airport site including ambulances and fire vehicles. The access track crosses over the Code 2 grassed runway strip and Runway End Safety Area (RESAs)

8.6 The Joint Local Plan specifically protects Plymouth Airport for aviation use. This is specifically detailed through the following policies:

SPT8 Strategic Connectivity with point 1. Of the Policy requiring

1. Safeguarding until the five-year review of this plan the opportunity for the potential future re-use of Plymouth airport as a general aviation airport, whilst at the same time strengthening transport links to Exeter and Bristol airports.'

8.7 Strategic Objective SO4 Delivering Growth in the Derriford and Northern Corridor Growth Area which seeks to realise the potential of the Derriford and Northern Corridor Growth Area as a regionally significant growth hub through a range of measures with point 9 being the following:

9. Protecting the area's role in supporting the strategic connectivity of Plymouth through the safeguarding of land at Plymouth airport for general aviation purposes

8.7 Finally Policy PLY42 Plymouth Airport which provides the site specific policy for the airport:

Policy PLY42 Plymouth Airport

The Plymouth airport site is safeguarded for aviation uses until the next review of this plan. Development proposals which come forward within the period until this review will be considered in accordance with the following provisions:

- 1. Any development at the airport site itself, or on nearby sites, which will prejudice the future resumption of aviation use of the site will not be permitted.*
- 2. Proposals that remove key airport infrastructure will not be permitted. This includes:*
 - i. Main Terminal Building.*
 - ii. Runway 13/31 (asphalt), within Code 2 grassed runway strip and RESAs.*
 - iii. Airport Apron (situated between the main terminal building and taxiway Charlie).*
 - iv. Maintenance Hangar.*
 - v. Engine Testing Bay.*
 - vi. Fire Station.*
 - vii. Fire Training Facility.*
 - viii. Control Tower.*

- ix. *Fuel Storage Facility.*
- x. *Navigation and Visual Aids.*
- xi. *Approach Lighting (both within and outside of the airport boundary).*
- xii. *The runway and areas for aircraft to taxi.*

3. Uses of a temporary nature and which do not prejudice the future resumption of aviation use of the site will be permitted subject to compliance with the policies of this plan.

4. Works to deliver environmental improvements to the perimeters of the site, pending the re-establishment of active use of the site, will be encouraged.

8.8 The combination of these policies and strategic objectives are key considerations for proposals which come forward on either the land of the airport or could impact on its future. The safe guarding of the airport and its future potential for aviation use has been the subject of significant objection to the proposals with residents concerned over the potential for the scheme to impact the airport future operation, speed at which the airport could become operational again and potential for damage to the airport infrastructure and particularly that of the runway and its asphalt.

8.9 In terms of considering the proposal this can be separated out into two specific matters

1. Does the proposal safe guard the airport for future aviation use?
2. The impact the use could have on the airports infrastructure?

These 2 points are interrelated and are considered below.

1. Does the proposal safeguard the airport for future aviation use?

8.10 The application is temporary in nature and does not propose any physical works, with the exception of some potential measures to improve the access pathway if required; rather it seeks to use the site for the storage of bridge beams and associated infrastructure. All of which is capable of being removed from site. In principle this temporary use does not impact on the potential for future aviation use of the site.

8.11 There is however the issue of the time period to which the proposal relates and whether this would impact the future requirements of reopening. These matters have been addressed with the applicant to ascertain if the period being sought could be reduced. The applicant has provided a time line for the intended use should they gain planning permission which relates to just under a 6 month period which would end in June 2021, assuming all goes to plan with the bridge beams required installation as part of the Forder Valley Link Road Scheme. Given the limited period required, negotiations have taken place and it has been put forward that the temporary period could be reduced to 9 months which allows the applicant a 3 month contingency to their programme. This further limits the potential for a temporary use to impact the future operation of the airport should it happen.

8.12 Notwithstanding the temporary period's length being negotiated to 9 months the future potential for the airport to reopen is a significant opportunity to the City as acknowledged in the Policy provision set out in the Joint Local Plan and raised in the letters of representation.

As such a further condition has been agreed with the applicant, which would enable the LPA should the process to recommence aviation use at the airport begin, to serve a notice on the applicant giving them 4 months to vacate the site. This would ensure that any potential re-engagement of the airport use would be able to overcome the temporary use of the site.

8.13 It is considered that a 4 month period is reasonable to allow the applicant time to find an alternative temporary storage location. In addition any potential aviation operator would need time to allow necessary work to be undertaken given the number of measures which the re-engagement of the site would require, taking in to account the present condition of the site and aviation licencing requirements.

2. The impact the use could have on the airports infrastructure?

8.14 As part of the safeguarding of the airport for future aviation use it is important that key features and facilities of the Airport are not lost which would be required for future operations. Policy PLY42 specifically covers these requirements in point 2:

Proposals that remove key airport infrastructure will not be permitted. This includes:

- i. Main Terminal Building.*
- ii. Runway 13/31 (asphalt), within Code 2 grassed runway strip and RESAs.*
- iii. Airport Apron (situated between the main terminal building and taxiway Charlie).*
- iv. Maintenance Hangar.*
- v. Engine Testing Bay.*
- vi. Fire Station.*
- vii. Fire Training Facility.*
- viii. Control Tower.*
- ix. Fuel Storage Facility.*
- x. Navigation and Visual Aids.*
- xi. Approach Lighting (both within and outside of the airport boundary).*
- xii. The runway and areas for aircraft to taxi.*

8.15 A key element of this is that proposals that remove key airport infrastructure will not be permitted. In terms of considering this proposal it is important to note that the red line of the application only covers a certain element of the airport and as such should this permission be granted the temporary use would only be able to take place in that redline area, not the wider airport. In this regard there is no concern in relation to this application over the removal of the following elements of infrastructure: Main Terminal Building, Airport Apron (situated between the main terminal building and taxiway Charlie), Maintenance Hangar, Engine Testing Bay, Fire Station, Fire Training Facility, Control Tower, and the Fuel Storage Facility as they fall outside the application boundary.

8.16 The application does however contain elements of: the Runway 13/31 (asphalt), within Code 2 grassed runway strip and RESAs, the runway and areas for aircraft to taxi, Navigation and Visual Aids, Approach Lighting (both within and outside of the airport boundary); set out in the policy. Although the last two are limited to the elements of potential embedded lighting at the end of the runway.

8.17 The application does not propose the removal of any elements of the infrastructure, which would automatically bring it in to conflict with Policy PLY42. It is however equally important to ensure the potential for damage to infrastructure is considered, as required in the safeguarding approach set out in the JLP including policy PLY42. This has been the feature of a significant number of the representations received, most notably in regard to the runway itself and the need for it to be in a suitable condition should aviation use return to the airport. In terms of the Runway the surfacing of the runways in airports is designed to certain standards, known as 'Pavement Classification Number', which is relevant to the type of aircraft that are able to use the airport. This is in part why that element of infrastructure is protected in Point 2 of the Policy, as should the airport reopen it is important that the runway is able to be used and damage does not restrict this.

8.18 The proposal is to store 28 bridge beams which are constructed from concrete, measuring 34.44m in length, 2.04m wide, 2m high, and weighing 94.3 tonnes each. These are clearly a large amount of weight and given the weight of the beams they are to be delivered on HGV vehicles which are classified as abnormal loads. This weight and vehicle requirement does raise (as set out in the representations) concerns over the impacts on the runway and in particular the Asphalt, that said, the runway is designed to carry and allow the arrival of aircrafts.

8.19 Set out in the documentation submitted with the application specifically the 'Additional Information Note Airport Temporary Beam Storage Planning Application Forder Valley Link Road' is detail of the method of storage for the beams, which seeks to spread the load weight out to reduce the impact, it advises:

'Each bridge beam weighs 95t and will be supported on two trestles meaning each trestle supports 47.5t. The trestles have four legs dividing the supported weight down to 11.9t per trestle leg. The trestle legs sit on a timber bearing pad measuring 700mm x 700mm giving a loading of 24t/m². A standard HGV has an approximate loading of 45.56t/m² which is considerably more than the bridge beams.'

8.20 These calculations have been questioned by some representations in relation to their accuracy, however it does show that the beams are being proposed to be stored in a way which distributes the load of the items and reduces the potential for damage. That said the potential for damage from the storage or the vehicles transporting them on the runway or its Asphalt cannot be ruled out.

8.21 Careful consideration needs to be given to the proposal in the context of the JLP policy position, because while the Asphalt is not being removed in relation to the restriction in point 2 of the policy, point 1 of the policy is clear that 'any development at the airport site itself, or on nearby sites, which will prejudice the future resumption of aviation use of the site will not be permitted.

8.22 As part of the production of the Joint Local Plan the Council commissioned Plymouth Airport Site Condition Assessment & Capital Investment Update February 2017 by ARUP. This

document helped inform the policy position for the airport, including its safeguarding, part of its role was to provide an estimate of the current asset condition of facilities essential for the operation of the airport. In terms of the Pavement Condition Assessment undertaken it noted the following:

General Observations

In general, the condition of the pavements are aging, but appear to be structurally in good condition. No serious pavement failures were observed and there are no obvious signs of differential settlement. This implies that the ground conditions are good, or that the pavement foundations are suitably sized for the subgrade strength. We believe this confirms that the pavement is suitable to carry the loads and aircraft that have previously used the airport. As a result, the comments in this section of the report are mostly limited to defects in the surface course, which appear to be from age rather than over stressing the pavement or from poor ground conditions.

8.23 The report also makes a series of recommendations for the airport future use in terms of the runway:

Recommendation, Commercial Operations

For an unlicensed GA aerodrome for the use of private GA flights it is likely that the existing runway could be used with minimal interventions. Primarily minor repairs to areas of spalling, joint degradation etc. However, depending on utilisation it is likely that some form of more intrusive intervention would be required in around 2 years time.

8.24 This provides a useful base position relating to the airport runway surface although a further 3 years have passed since it was undertaken. On the Officer site visit a visual inspection was undertaken of the application area and the surface appeared to remain in good condition (photos are provided in the Committee presentation).

8.25 Set out in the Additional information Note submitted by the applicant is the following information; *The lease agreement between Balfour Beatty (the Applicant) and landowner requires a condition survey to be undertaken prior to taking possession of the site. The lease agreement secures the runway from any potential damage caused by Balfour Beatty during their lease period. In the event any damage is caused to the runway there will be a requirement to make this good to the appropriate standards.*

As the Applicant, Balfour Beatty are willing to accept a planning condition requiring submission of the condition survey to the Local Planning Authority prior to the temporary storage of bridge beams on the runway coming into use. Such condition could also secure submission of a post development condition survey along with details of any remedial works required.'

8.26 This demonstrates that the applicant is aware of the potential for damage to take place and is willing to repair any damage if created. This is considered a reasonable approach to seek to ensure that the proposal would not prejudice the future resumption of aviation use given it cannot categorically be identified if damage will occur at this stage. This solution has

been discussed with the Council's City Planning and Joint Local Plan Team who were supportive of such an approach being undertaken through conditions.

8.27 Conditions are therefore set out to ensure the surveying of the airport including the runway before use and then again after the use has ceased and that should any damage be identified it is repaired. The proposed conditions also go further to ensure a further factor is secured which is considered important given the policy situation afforded to the Airport. This is that detail of the appointed contractor to undertake the survey shall be provided to demonstrate their appropriateness and expertise to survey airport infrastructure from an aviation perspective. This will ensure that a proper inspection is undertaken by an appropriately qualified contractor, making sure that damage is identified and required repairs are carried out to the appropriate aviation standards.

8.28 It is also important to not just consider the Runway itself but also the other protected features which are within the application area including parts of Code 2 grassed runway strip and RESAs, the runway and areas for aircraft to taxi, navigation and visual aids and approach lighting. There are more limited elements of these features within the application area, it is noted that in relation to 'The runway and areas for aircraft to taxi' it is considered for the purposes of this application to relate to the 13/31 runway and as such is covered above. In relation to the other elements it is considered that there is more limited potential for impact however it is also considered that the conditions proposed can adequately deal with any potential damage to these features should they occur.

8.29 Based on the above assessment and having considered the proposal against the policies of the JLP specifically S04, PLY42 and SPT8 officers consider that the proposal, subject to the conditions proposed for temporary use, would not prejudice the future resumption of aviation use. However in accordance with Policy PLY42 to fully comply with the policy it needs to be demonstrated that the proposal is in compliance with other policies of the JLP. These further matters are considered below.

Amenity and Visual Impact

8.30 In terms of the proposal's potential impacts on the amenity of the surrounding properties, the temporary storage of the beams on the runway is well spaced from the surrounding residential area. The closest properties are over 70 metres from the application site and the majority of the properties to the south are in excess of 90 metres and those to the north being over 100 metres. That said the delivery, collection and internal movement of the vehicles could have an impact. A number of the letters of representation have raised concerns over the potential impact of the proposal on residential amenity.

8.31 Detail of the requirements of the temporary use have been provided and will include the following; 8 days over a two week period to be required for site mobilisation, 1 delivery per week over a ten week period, general monitoring visit, 12 days over a three week period for the beams to be removed and finally 7 working days to demobilise the site. The first and last items set out will be during the day time and this is not considered to create a significant impact to the surrounding properties, the same is the case with the monitoring of the site

while the beams are in situ. The delivery and collection of the beams will however need to be undertaken at night time given the restriction requirement of the police for the movement of abnormal loads. This will result in night time noise but this is limited in its duration. Any movement during the night time does have the potential to cause disturbance, however given this is limited nature it is not considered that the impact is of significant concern to warrant the refusal of the application. Colleagues in Public Protection have also advised that subject to the activity being limited to that set out that they have no objections to the scheme.

8.32 In terms of visual amenity the development is well separated from the surrounding uses and the airport is screened on all sides by vegetation and boundary features. As such the temporary storage is not considered to give rise to any significant concern over the temporary period.

8.33 Subject to a condition limiting the activities, officers consider the proposals acceptable in amenity terms despite the concerns raised by the objectors, and officers therefore consider that it complies in this respect with JLP policies DEV1, DEV2 and DEV 20.

Transport

8.34 In terms of Transport the principle considerations relate to the movement of the beams on to and off of the site. Detail of the requirements of the temporary use have been provided and will include the following; 8 days over a two week period to be required for site mobilisation, 1 delivery per week over a ten week period, general monitoring visit, 12 days over a three week period for the beams to be removed and finally 7 working days to demobilise the site. These movements are relatively limited in scale and are not considered to result in a significant burden to the local highway network or its operation as set out in the consultation response from the Local Highway Authority. Given the bulk of the items will be classified as abnormal loads and the restriction on such movements required by the Police, the majority of movements will be undertaken at night. Notwithstanding this it is important that the movement on to site is undertaken in a safe manor, the submission information sets out the proposed approach to this which is considered reasonable and as such the development will be conditioned to accord with the proposed strategy set out.

8.35 Given the size of the loads it is important that they can be safely manoeuvred into and out of the site. The applicant has provided swept path detail and included a turning capacity within the application site to demonstrate that access and egress can be undertaken safely, these have been reviewed by the Local Highway Authority who have confirmed this is acceptable.

8.36 It is also important given the load weight that any damage which could occur to the road network is properly restored as such the Local Highway Authority has requested a condition requiring a highway dilapidation survey, which is included on the application as a proposed condition.

8.37 A number of the representations have raised concern over the impacts the proposal could have on the landing of emergency vehicles and of aircrafts in distress, noting that the airport has been used for such purposes previously. Officers note that such use is clearly beneficial from a safety perspective for emergency ad hoc landing requirements. However in planning policy terms the Joint Local Plan does not require this function for the airport. As such there is no planning policy issue in relation to the proposals and any potential impact on emergency Aviation use. It is noted that there does remain wider space within the airport for such uses to take place although the runway is shorter.

8.38 Given the considerations above, in terms of transport matters, the proposal is considered acceptable and to accord with the requirements of policy DEV29 of the JLP and the Framework subject to the conditions recommended.

Biodiversity and Ecology

8.40 In terms of biodiversity and ecology the potential implications of the proposal are limited and an ecological note has been provided which seeks to address any potential concerns and impacts. This has been considered by colleagues in the Natural Infrastructure Team who have no issues with the proposal subject to the works being completed in accordance with the ecological note. Subject to a condition requiring compliance with this document during construction officers consider the proposals acceptable in ecological and biodiversity terms and consider that it complies in this respect with JLP policies DEV2, DEV26 and DEV28 and the Framework.

8.41 The above project was considered in light of the assessment regulations of Regulation 63(1) of the Habitat Regulations 2017. In terms of the Habitats Regulation Assessment Regulations, having considered the nature, scale, timing, duration and location of the project, it was concluded that it be eliminated from further assessment because it cannot have a conceivable effect on a European site. The reason for this conclusion is that the project will not in itself impact, or the development is too far from the European site, and will not result in any pressures on the European sites.

Forder Valley Link Road

8.42 While the principal considerations of the application relate to the proposal and its impacts, in considering each application and its merits, it is relevant to consider all material planning considerations. In this context consideration is given to the proposed purpose of the storage, which relates to the requirement to store Bridge Beams for the Forder Valley Link Road scheme. This scheme is currently in delivery having gained consent through the granting of applications 12/02027/OUT, 19/01111/FUL, 18/00307/REM and 18/00306/FUL. It forms a fundamental part of the JLP strategy as set out in its policies. Policy SPT8 identifies the support for investment in the strategic road network, including major improvements at the Forder Valley intersection. Figure 3.13 of the JLP identifies the route as a Strategic Transport Link and Figure 4.4 which sets out the Area Vision for Derriford and the Northern Corridor identifies the Forder Valley Link as a 'New Road and Public Transport/ Sustainable Transport Corridor'.

8.43 This is further elaborated in Policy PLY40 of the JLP which deals specifically with Seaton Neighbourhood identifying the JLP's support for the existing consent 12/02027/OUT and the strategic masterplan for the neighbourhood. The FVLR is also specifically identified in Policy PLY47 as a Strategic Infrastructure Measure required to deliver the growth in the Derriford and Northern Corridor Growth Area. The JLP therefore sets clear support for the principle of the FVLR and its delivery alongside the Forder Valley Inter Change Scheme and Derriford Transport Scheme. This project is fundamental to delivering the JLP strategy for the City and the Northern Corridor Growth Area specifically.

8.44 The applicant's intention had been to store the beams, if required, on the Seaton Barracks Site and discussion had been ongoing in relation to this site and the requirements for a temporary consent for storage. However, and as set out in the applicant information, due to the public health requirement for a Covid19 drive through testing site an alternative location had to be sought, which has now lead to the submission of this application. While representations have stated that beams should be delivered directly to site the applicant has identified potential impacts of both Brexit and the current Covid 19 Pandemic situation on securing the beams at the time when they need to be installed. If the beams were not available at the appropriate time this could lead to delays in that scheme.

8.45 As such it is officer's view that the relationship to the delivery of the Forder Valley Link Road is a Material Planning consideration which weigh's in favour of the application.

9. Human Rights

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

10. Local Finance Considerations

Due to the nature of the proposal and its temporary nature there are no Community Infrastructure Levy contributions required.

While the applicant for this proposal is Balfour Beatty, Officers are aware that this application is necessitated due to the storage requirement of the Plymouth City Council Scheme for the Forder Valley Link Road for which Balfour Beatty are PCC contractors. The application could therefore have a bearing on the costs associated with that schemes delivery. However that financial consideration has had no bearing in relation to the Planning considerations or recommendations of the application. That said, as set out section 8 above the wider delivery consideration of the FVLR scheme is a material consideration.

11. Planning Obligations

The purpose of planning obligations is to mitigate or compensate for adverse impacts of a development, or to prescribe or secure something that is needed to make the development acceptable in planning terms. Planning obligations can only lawfully constitute a reason for granting planning permission where the three statutory tests of Regulation 122 of the CIL Regulations 2010 are met.

Planning obligations not required due to the nature and size of proposal.

12. Equalities and Diversities

This planning application has had due regard to Section 149 of the Equality Act with regard to the Public Sector Equality Duty and has concluded that the application does not cause discrimination on the grounds of gender, race and disability.

13. Conclusions and Reasons for Decision

In conclusion, having considered the implications of the proposal for a temporary period of 9 months against the policies of the Joint Local Plan, specifically policies S04, SPT8, PLY42, PLY40, PLY47, DEV1, DEV2, DEV20, DEV26, DEV28 and DEV29 and the Framework, officers consider that subject to the conditions set out below, the temporary use will not conflict with the safeguarding of the airport. Furthermore, in relation to the potential impacts on the future use of the land for aviation purposes it is not considered to prejudice the future resumption of aviation use. In order to fully accord with the requirements of Policy PLY42, as a temporary use, officers have considered the scheme's compliance with the other policies of the JLP and are satisfied that subject to conditions the proposal will not result in an unacceptable impact on the Highway Network. It is also considered that the impacts of the proposal on the amenity of the surrounding uses including residential and ecological impacts are acceptable.

Officers have also taken account of the NPPF and S38(6) of the Planning and Compulsory Purchase Act 2004 and concluded that the proposal accords with Joint Local Plan and national guidance and is therefore recommended for conditional approval. This is subject to the conditions set out below.

14. Recommendation

In respect of the application dated 20.11.2020 it is recommended to Grant Conditionally.

15. Conditions / Reasons

The development hereby permitted shall be carried out in accordance with the following approved plans:

1 CONDITION: APPROVED PLANS

Location Plan FVAP-0001 Rev 02 received 19/11/20

Proposed Site Plan 07122020 - received 07/12/20

Airport Beam Storage 18112020 - received 18/11/20

Airport Beam Storage A0 - Shay Truck Plus Front Gondola 17m 17122020 - received 17/12/20

Airport Beam Storage A0 - Shay Truck Plus 35m Exiting 17122020 - received 17/12/20

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with the Plymouth & South West Devon Joint Local Plan 2014–2034 (2019).

2 CONDITION: TEMPORARY USE (PERIOD)

The use hereby permitted shall be discontinued on or before 9 months from the grant of this consent.

Reason:

In the opinion of the Local Planning Authority the temporary use to which this permission relates will by the said date have fulfilled its required purpose. This condition is imposed to comply with Policies, SPT8, PLY42, PLY47, DEV1, DEV2 and DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework and in place of the requirements of Section 51 of the Planning & Compulsory Purchase Act 2004.

3 CONDITION: HIGHWAY DILAPIDATION SURVEY

PRE-COMMENCEMENT

No works shall commence on-site until the applicant has undertaken a highway dilapidation survey in consultation with the Local Highway Authority. The survey shall assess the existing condition of all highway infrastructure adjoining the site which will be impacted upon through the delivery activities associated with the development hereby approved. This shall also include routes to and from the site being used by construction traffic, within 300 meters of the site entrance.

The survey shall be provided to the Local Planning Authority prior to the first use of the site.

Reason:

To ensure that any damage to the existing highway infrastructure arising from the development is properly recorded and addressed by the developer on completion of the works in the interests of the safety of all users of the highway in accordance with Policy DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework 2019.

Justification: To ensure the Highway is properly maintained and undamaged by the works.

4 **CONDITION: AIRPORT SURFACES SURVEY**

PRE-COMMENCEMENT

No storage of the beams shall commence on-site or the site be accessed by HGVs until the applicant has undertaken a runway and land survey of the area subject to the planning application. The survey shall assess the existing condition of the runway and any parts of Code 2 grassed runway strip and RESAs, Navigation and Visual Aids and Approach Lighting. The survey shall include a photographic or video record of the runway and provide an accompanying report detailing the condition of the current runway and other land or features within the application boundary.

As part of the survey submission details of the appointed contractor shall be provided which demonstrate their appropriateness and expertise to survey airport infrastructure from an aviation perspective.

The survey shall be provided to the LPA prior to the first arrival of HGV vehicles on to the site.

Reason:

To ensure that any potential damage to the existing airport infrastructure arising from the temporary use of the runway is properly recorded and can be addressed by the developer on completion of the works in the interests of the safeguarding of the airport for future Aviation uses and in accordance with policies SPT8, PLY42, PLY47 and DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework 2019.

Justification: To ensure the safeguarding of the airport for future aviation use.

5 **CONDITION: AIRPORT SURFACES COMPLETION SURVEY AND REMEDIATION**

No more than 2 weeks after the cessation of the temporary use of the site, being either 9 months from the grant of this consent or if sooner, the end of the temporary use, the applicant shall undertake a detailed runway and land survey of the area subject to the planning application. The survey shall assess the condition of the runway and any parts of Code 2 grassed runway strip and RESAs, Navigation and Visual Aids and Approach Lighting and other land within the application boundary. The survey shall include a photographic or video record to establish if any damage has been created since the initial survey.

If this demonstrates that no damage has occurred then this survey shall be submitted and approved by the Local Planning Authority and the land restored to its former use and condition within 2 weeks of the approval of the Local Planning Authority of the report's findings.

If any damage has occurred a remediation strategy shall be submitted to and approved by the Local Planning Authority no more than 4 weeks after the cessation of the use. The remediation strategy shall:

- a) Identify any areas of damage and their proposed remediation method to the appropriate aviation requirements,
- b) A time line for the works to take place,

The remediation strategy shall be fully implemented in line with the contained timeframe.

As part of the survey details of the appointed contractor shall be provided which demonstrate their appropriateness and expertise to survey airport infrastructure.

Reason:

To ensure that any potential damage to the existing airport infrastructure arising from the temporary use of the runway is properly addressed by the developer on completion of the works in the interests of the safe guarding of the airport for future Aviation uses and in accordance with Policies SPT8, PLY42, PLY47 and DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework 2019.

6 CONDITION: AIRPORT RETURN OF AVIATION USE/BEAM STORAGE REMOVAL

Should the applicant be notified by the Local Planning Authority that the Airport is to recommence aviation use, the applicant shall within 4 months of the date of the letter remove all the material stored on site.

Reason:

To ensure that the future use of the site for aviation purposes is not unduly delayed by the temporary use in accordance with Policies SPT8, , PLY42, PLY47 and DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework 2019.

7 CONDITION: MANAGEMENT OF THE TEMPORARY USE

The temporary use of the site hereby approved shall be undertaken in accordance with the access and egresses and general management measures set out in the approved Additional Information Note Airport Temporary Beam Storage Planning Application Forder Valley Link Road, Balfour Beatty Project number: 60535194 3 December 2020 and the swept path drawings Balfour Beatty FVLR Drawn JM Date 05/112020, Balfour Beatty FVLR Airport Beam Storage A0 - Shay Truck Plus 35m Exiting 14/12/2020 and Balfour Beatty FVLR Airport Beam Storage A0 - Shay Truck Plus Front Gondola 17m 14/12/2020.

Reason:

To ensure that the site is managed safely and to reduce the impacts on amenity of nearby residents and the safe operation of the Local Highway Network and to comply with Policies SPT8, PLY42, PLY47, DEV1, DEV2 and DEV 29 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework.

8 CONDITION: ECOLOGICAL REQUIREMENTS

Development should be undertaken in accordance with the approved Ecological Note FVLR Airport Access Entrance Balfour Beatty Project number: 60535194 Dated November 2020.

Reason:

To ensure that satisfactory landscaping works are carried out in accordance with Policies DEV25, DEV26 and DEV28 of the Plymouth and South West Devon Joint Local Plan (adopted 2019) and the National Planning Policy Framework 2019.

INFORMATIVES

1 INFORMATIVE: (NOT CIL LIABLE) DEVELOPMENT IS NOT LIABLE FOR A COMMUNITY INFRASTRUCTURE LEVY CONTRIBUTION

The Local Planning Authority has assessed that this development, due to its size or nature, is exempt from any liability under the Community Infrastructure Levy Regulations 2010 (as amended).

2 INFORMATIVE: CONDITIONAL APPROVAL (NEGOTIATION)

In accordance with the requirements of Article 31 of the Town and Country Planning (Development Management Procedure) (England) Order 2010 and the National Planning Policy Framework 2019, the Council has worked in a positive and pro-active way with the Applicant and has negotiated amendments to the application to enable the grant of planning permission.