

**Application Ref:** 23/00251/FUL

**Proposal:** Temporary change of use from Sui Generis Showground and F1 exhibition hall to B8 car storage and distribution with ancillary car preparation and maintenance, and installation of hardstanding (part retrospective)

**Site:** Exhibition Hall, East Of England Showground, Oundle Road, Alwalton

**Applicant:** c/o Lee Sharp  
East of England Showground Services Ltd

**Agent:** Mr Nick Harding  
Lincs Town Planning Services Limited

**Referred by:** **Councillor Julie Stevenson**

**Reason:** Highway safety, noise and disturbance, hazardous materials, smells and archaeology.

**Site visit:** 30.03.2023

**Case officer:** Mr Asif Ali

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**Recommendation:** **GRANT** subject to relevant conditions

## 1 Background

Members of the Committee may recall that this application was originally discussed at the October 17<sup>th</sup> Committee.

This application, as originally submitted was recommended for refusal in the original Committee report for the 17<sup>th</sup> October Committee on the basis of a lack of information relating to highway safety at the proposed Dunblane Drive access.

However, shortly before the 17<sup>th</sup> October committee date, updated highway details were provided, which in Officers' opinion were sufficient to address the highways issue. Officers subsequently amended the recommendation to approval, as set out in the Update Report, subject to conditions. The amended recommendation to approve was presented at the 17<sup>th</sup> October committee.

Whilst highway safety concerns were raised by Members, it was noted that the Local Highway Authority raised no objection subject to conditions which were secured on the updated recommendation. Concerns were however raised by Members with regards the impact of the number of HGV movements on neighbour amenity, through noise and disturbance, for Dunblane Drive residents.

Committee resolved to refuse the planning application with the following refusal ground:

*The proposed use would take place constantly throughout the year from Mondays to Fridays between 6am to 6pm resulting in a significant intensification and change in character of vehicular traffic including HGV car transporters regularly using the Dunblane Drive access. This would be significantly above and beyond the existing sporadic traffic which is generally restricted to specific occasional events which are temporary and infrequent in nature. This would result in an unacceptable adverse impact on the residential amenities of occupiers of neighbouring dwellings, as well as the general amenity of the area by virtue of noise and disturbance contrary to LP17 of the Peterborough Local Plan (2019).*

Given the above would have been the only reason for refusal, the decision was held back to allow the applicant to carry out any necessary highway modelling work to determine whether alternative access arrangements could address Committee's reason for refusal and make the development acceptable.

Following discussions with Officers, the Applicant carried out highway modelling work and amended the application to remove the access from Dunblane Drive, so that Joseph Odam Way, specifically Gate 5 from Joseph Odam Way would be the only point of access to and from the development. For clarity, Gate 5 from Joseph Odam Way is the access set furthest away from the residential properties which serves the wider Showground, and whilst there is an existing access road that runs alongside dwellings located on East of England Way and Arena Drive this is not within the revised planning application.

Therefore, this report is based on the revised planning application which differs from the scheme that was assessed at 17<sup>th</sup> October committee in the following manner:

- The red edge which shows the extent of the application site no longer includes the access from Dunblane Drive.
- The temporary buildings have been removed from the planning application.
- The access to and from the application site has been amended to Gate 5 off Joseph Odam Way.
- The opening hours requested are 5:30am to 6:30pm from Monday to Friday.
- An updated Transport Note has been submitted as part of the revised planning application.

Given that the membership of the Committee has changed somewhat since the October 17<sup>th</sup> Committee meeting, and for the avoidance of doubt, this report includes consideration of all the material issues relating to the application as amended.

## **2 Description of the site and surroundings and Summary of the proposal**

### Site Description

The application site is a parcel of land within the East of England Showground which includes the Arena and Pavilion buildings. The application site encompasses approximately 19 hectares of the Showground site with approximately 31 hectares of the Showground site not within the red edge of the application site. There are two main access routes into the East of England Showground site one from the north (Orton Northgate) off Joseph Odam Way and the other access is from the east (Orton Southgate) off Dunblane Drive.

The application site is surrounded generally by residential properties to the north and east of the East of England Showground with industrial/commercial uses to the south and south-east of the site. To the west of the site is generally open fields which borders the A1, the A1 runs north-west to south-east.

The wider East of England Showground site is located out of the urban boundary area and as such is classified as open countryside. However, the wider site is allocated under Policy LP36 of the Peterborough Local Plan for redevelopment. Two planning applications have been submitted on the wider East of England Showground Site which are being considered by the Local Planning Authority.

### Proposal

The planning application seeks permission for temporary change of use from Sui Generis Showground and F1 exhibition hall to B8 car storage and distribution with ancillary car preparation and maintenance, and installation of hardstanding (part retrospective)

The car storage use and distribution use has been operating on site since at least 01/02/2023. For the avoidance of doubt, this application does not include the Speedway track within the application site or proposed development.

The proposal includes the following elements:

- Conversion of the exhibition hall (Arena) for car repair and preparation
- Change of use from open fields and car park area to car storage and distribution area

The applicant also proposes:

- Operating hours between 05:30 and 18:30
- A temporary 5 year permission
- No more than 16 HGV movements per day to and from the site

For the avoidance of doubt, and as discussed in further detail later in this report, it is recommended that some of these elements are restricted further by conditions in order to make the application acceptable,

### 3 Planning History

Reference	Proposal	Decision	Date
23/00412/OUT	Outline permission for up to 650 dwellings with associated open space and infrastructure, with access secured and all other matters (appearance, landscaping, layout and scale) reserved. Including demolition of all buildings	Pending Consideration	
23/00400/OUT	Outline permission for up to 850 dwellings, care village (up to 3.27 hec gross), up to 20,300 sq m of Class E [Class E (a), (b), (c), (d), (e),(g) (i) ] and F1 floorspace of which: 1. Not more than 1000 sq m of floor space being Class E (a); 2. Not more than 1000 sq m being Sui Generis drinking establishment / drinking establishment with expanded food provision; bed hotel (up to 250 bed), car parking / servicing, 2 fe primary school, associated open space & infrastructure. Demolition of all buildings except for Arena and barn. All matters reserved save for access.	Pending Consideration	
06/00755/REM	New exhibition facility with associated toilets, playroom and service yard, upgrading of parking area	Permitted	21/07/2006
04/00586/OUT	New exhibition facility	Permitted	14/06/2004
03/01717/FUL	Single storey extension to the Peterborough Suite	Permitted	12/07/2004
98/00261/FUL	Use as car park	Permitted	06/10/1998

### 4 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

#### Peterborough Local Plan 2016 to 2036 (2019)

##### **LP02 - The Settlement Hierarchy and the Countryside**

The location/scale of new development should accord with the settlement hierarchy. Proposals within village envelopes will be supported in principle, subject to them being of an appropriate

scale. Development in the open countryside will be permitted only where key criteria are met.

### **LP13 - Transport**

LP13a) New development should ensure that appropriate provision is made for the transport needs that it will create including reducing the need to travel by car, prioritisation of bus use, improved walking and cycling routes and facilities.

LP13b) The Transport Implications of Development- Permission will only be granted where appropriate provision has been made for safe access for all user groups and subject to appropriate mitigation.

LP13c) Parking Standards- permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

LP13d) City Centre- All proposal must demonstrate that careful consideration has been given to prioritising pedestrian access, to improving access for those with mobility issues, to encouraging cyclists and to reducing the need for vehicles to access the area.

### **LP16 - Urban Design and the Public Realm**

Development proposals would contribute positively to the character and distinctiveness of the area. They should make effective and efficient use of land and buildings, be durable and flexible, use appropriate high quality materials, maximise pedestrian permeability and legibility, improve the public realm, address vulnerability to crime, and be accessible to all.

### **LP17 - Amenity Provision**

LP17a) Part A Amenity of Existing Occupiers- Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

LP17b) Part B Amenity of Future Occupiers- Proposals for new residential development should be designed and located to ensure that they provide for the needs of the future residents.

### **LP19 - The Historic Environment**

Development should protect, conserve and enhance where appropriate the local character and distinctiveness of the area particularly in areas of high heritage value.

Unless it is explicitly demonstrated that a proposal meets the tests of the NPPF permission will only be granted for development affecting a designated heritage asset where the impact would not lead to substantial loss or harm. Where a proposal would result in less than substantial harm this harm will be weighed against the public benefit.

Proposals which fail to preserve or enhance the setting of a designated heritage asset will not be supported.

### **LP28 - Biodiversity and Geological Conservation**

Part 1: Designated Site

International Sites- The highest level of protection will be afforded to these sites. Proposals which would have an adverse impact on the integrity of such areas and which cannot be avoided or adequately mitigated will only be permitted in exceptional circumstances where there are no suitable alternatives, overriding public interest and subject to appropriate compensation.

National Sites- Proposals within or outside a SSSI likely to have an adverse effect will not normally be permitted unless the benefits outweigh the adverse impacts.

Local Sites- Development likely to have an adverse effect will only be permitted where the need and benefits outweigh the loss.

Habitats and Species of Principal Importance- Development proposals will be considered in the

context of the duty to promote and protect species and habitats. Development which would have an adverse impact will only be permitted where the need and benefit clearly outweigh the impact. Appropriate mitigation or compensation will be required.

#### Part 2: Habitats and Geodiversity in Development

All proposals should conserve and enhance avoiding a negative impact on biodiversity and geodiversity.

#### Part 3: Mitigation of Potential Adverse Impacts of Development

Development should avoid adverse impact as the first principle. Where such impacts are unavoidable they must be adequately and appropriately mitigated. Compensation will be required as a last resort.

#### **LP29 - Trees and Woodland**

Proposals should be prepared based upon the overriding principle that existing tree and woodland cover is maintained. Opportunities for expanding woodland should be actively considered. Proposals which would result in the loss or deterioration of ancient woodland and or the loss of veteran trees will be refused unless there are exceptional benefits which outweigh the loss. Where a proposal would result in the loss or deterioration of a tree covered by a Tree Preservation Order permission will be refused unless there is no net loss of amenity value or the need for and benefits of the development outweigh the loss. Where appropriate mitigation planting will be required.

#### **LP30 - Culture, Leisure, Tourism and Community Facilities**

LP30a) Development of new cultural, leisure and tourism facilities will be supported in the city centre. Facilities elsewhere may be supported in accordance with a sequential approach to site selection.

LP30b) Development proposals should recognise that community facilities are an integral component in achieving and maintaining sustainable development. Proposals for new community facilities will be supported in principle.

LP30c) The loss via redevelopment of an existing community, cultural, leisure or tourism facility will only be permitted if it is demonstrated that the facility is no longer fit for purpose, the service provided can be met by another facility or the proposal includes a new facility of a similar nature.

#### **LP32 - Flood and Water Management**

Proposals should adopt a sequential approach to flood risk management in line with the NPPF and council's Flood and Water Management SPD.. Sustainable drainage systems should be used where appropriate. Development proposals should also protect the water environment.

#### **LP36 - East of England Showground**

Within the Showground the facilities related to the function of shows, conference facilities, employment related development and residential development (650 units) will be supported in principle subject to there being no unacceptable adverse impact on the surrounding uses. A comprehensive master plan should be submitted in advance or alongside any significant proposals. The loss of existing leisure and sports facilities will not be supported unless replacement facilities are provided.

## **5 Consultations/Representations**

### **Orton Waterville Parish Council (08.12.2023)**

Objection, the following material considerations:

- The proposed working hours of 6am-6pm plus 30 mins either side to allow for staff to arrive and leave work are particularly long in the morning. What guarantee will there be for these operating hours to be adhered to and what happens when vehicles arrive outside these hours in an emergency. Also, what guarantee is there for no weekend working/deliveries.

- The traffic survey records traffic coming in and out of the site but does not list times when deliveries arrived and left.
- Consideration should be given to Gate 5 being set further back into the site to avoid tailback of vehicles blocking Joseph Odam Way roundabout.
- The marquee, paint spray booths, ovens and mobile homes have been removed from planning application, but the plans have not been withdrawn from the planning application.
- The LLFA and Drainage Team have objected, the requested details must be provided.

**Local Highway Authority (08.01.2024)**

No objection to amended proposal, subject to conditions

**National Highways (01.12.2023)**

No further comments to add to our No objection issued on 16.08.2023.

**Environment Agency (18.12.2023)**

No further comments to our response on 11 April 2023 – No objection subject to compliance condition securing submitted flood risk assessment.

**Conservation Officer (30.11.2023)**

No objection.

**Local Lead Flood Authority and Drainage Team (07.12.2023)**

No objection.

**Tree Officer (05.12.2023)**

No objection subject to condition.

**Archaeology (29.11.2023)**

No objection.

**Huntingdonshire District Council (22.12.2023)**

Officers do not consider the proposal would have an adverse impact on identified constraints.

I note no objection from National Highways, but you may wish to consult Cambridge County Council who are responsible for the highway impacts in our Local Authority district.

**Anglian Water Services Ltd**

No objection subject to a condition requiring a surface water management strategy and informatives relating to Anglian Water assets and foul water.

**PCC Pollution Team**

Comments advising on limits relating to the annual consumption of organic solvent in relation to the respraying of vehicles.

**Local Residents/Interested Parties**

Original Consultation period summary

154 comments were summarised and considered as part of the application which went to Committee on the 17<sup>th</sup> of October. 153 of these comments were in objection with 1 in support. The issues raised in those comments can be further summarised as follows:

- Impact from the use of Dunblane Drive on neighbouring properties especially from HGV car transporter movements.
- Highway safety impact on Dunblane Drive area as well as wider local highway network.
- Contrary to Policies LP30 and LP36 of the Peterborough Local Plan (2019).
- 5-year permission is too long.
- Alternative accesses need to be considered.

### Consultation period for current (revised) proposal

For clarity the application has been revised to remove the Dunblane Drive access from the proposed development. A revised consultation was carried out for the current scheme and 46 comments were received (as of 08/01/2024) from residents all in objection to the proposal. The objections can be summarised as follows:

- Despite the application being refused the use has continued from the site
- Problem moved to another set of residents.
- Retrospective use not complying with the highway figures submitted as part of the application.
- Concerns of impact quality of life on adjoining neighbours
- Existing road infrastructure cannot cope.
- Loss of a leisure plan with no replacement, contrary to LP30
- Unwanted traffic
- Loss of the speedway is not supported.
- Noise impact from development
- Pollution
- Retrospective nature shows no respect for planning legislation.
- The Applicant has alienated residents and businesses and users of the showground by operating unsociable hours to the detriment of local residents' health and wellbeing.
- Local community does not want this proposal.
- They have stated that 160 jobs have been created but this is incorrect as those jobs were already in place elsewhere.
- Anti-social behaviour and annoyance from use
- Areas of concern should be environmental impact as well as safety and in particular storage and refurbishment of potentially volatile electric vehicles.
- This site has been earmarked for anything other than the original purported usage, it is an incredible waste of a very usable local facility.
- Car transporters entering Loch Lomond Way, a residential area. I have observed this happening. The car transporter appeared to have difficulty turning around. Therefore, risk of damage to surrounding pathways and traffic calming islands, plus residents. Note that damage was caused to roundabout in Dunblane Drive area.
- Car transporters blocking roundabout on Joseph Odam Way. This is the only entry and exit route for Northgate residents. Risk of accident and loss of utility for residents.
- Unsociable hours from 11pm to 7am.
- Light pollution
- Lack of policing of any restrictions
- Gate 5 must be the only access for industrial traffic. And the northern perimeter gate must be restricted in time from 7am-11pm and for event traffic only.
- Privacy concerns from use of high sided vehicles using the access road adjacent the East of England Way and Arena Drive properties.
- The number of employees has increased during the course of the application and can increase again.
- The October Committee declared the Joseph Odam Way access unsuitable for the proposal.
- The only hardstanding car park is covered in parked cars by the proposal and there is a show in July, this will result in parking issues.
- Two other planning applications should be considered in parallel.
- Proposal not in keeping with the character of the residential area.
- DHL and AEPG cannot be trusted, they have not kept to the movement figures and operating hours set out in the application.
- No speedway, No DHL.
- DHL using off-site areas to offload vehicles with car transporters and bring them to site.
- Object to cars being parked adjacent Loch Lomond Way, devalues the area and could affect property prices. There is lots of land away from Loch Lomond Way that can be used.
- Loss of view, field can be used for car junk storage.
- It has been 12 months since the works started on site.

## **6 Assessment of the planning issues**

The main considerations are:

- Principle of development
- Design and character
- Highway safety
- Neighbour amenity
- Other

### **a) Principle of development**

Rather than physical redevelopment of the site, the application seeks the temporary five-year change of use of a parcel of land including of open land from car parking/grassed areas to a car storage area. The proposal would also result in the change of use of the Arena to storage and ancillary car repair associated with the storage and distribution use proposed. Some temporary structures were initially erected for the car repair and painting uses for a short-term temporary period until the internal works were completed to the existing buildings on site. These temporary structures have now been removed and the land returned to its original state before the structures were erected.

Given the location of the site in open countryside beyond the settlement boundary, Policy LP2 and LP11 are relevant. The application also proposes development on an allocated site, and as such Policy LP36 is relevant in the consideration of this application. Furthermore, the proposal would result in the loss (albeit temporary) of a leisure/cultural facility and as such policy LP30 is relevant.

#### Policies LP2 and LP11

Policy LP2 limits development within the open countryside unless it meets the listed exemptions including those listed in policy LP11. Rather than new permanent physical redevelopment, the proposal would alter existing buildings on site and change the use of open land to car storage. The change would be from one commercial use to another commercial use and would be temporary and reversible in nature. However, the proposal is beyond the defined urban area of Peterborough and therefore technically classed as open countryside. It does not fall neatly into any of the categories of development allowed under LP2 or LP11 and is therefore contrary to these policies.

#### Policies LP36 and LP30

Policy LP36 outlines uses (of a significant scale) which will be supported in principle on the part of the showground site which is allocated for development, subject to an approved masterplan. The uses which are supported include:

- Facilities directly related to the function of shows on the Showground itself;
- Conference facilities (D1 and D2);
- Employment related development;
- Residential development of around 650 dwellings.

LP36 also states that a comprehensive masterplan in advance of, or alongside, any significant proposals will be required and, if approved by the council in advance, this would become a material consideration in the determination of future planning applications. Such a masterplan must demonstrate how the functioning Showground will be retained. Policy LP36 further states -The loss of any existing leisure and sports facilities will not be supported unless replacement facilities are provided in accordance with Policy LP30. Also adding that any proposal should have no adverse impact on the surrounding uses especially neighbour amenity as well as ensuring any proposal maintains the character of the area.



Policy LP30 states that the loss, via redevelopment, of an existing community, leisure, tourism or community facility will only be permitted if it meets one of exceptions set out below:

k. The facility is demonstrably no longer fit for purpose and the site is not viable to be redeveloped for a new community facility; or

l. The service is provided by the facility is met by alternative provision that exists within reasonable proximity; or

m. The proposal includes the provision of a new facility of a similar nature and of a similar or greater size in a suitable on or off-site location.

The five-year permission, sought by the applicant, whilst temporary, would be a significant development which would result in the loss of a unique community, leisure and cultural facility through the conversion of the Arena. This would trigger the need for a masterplan of the site demonstrating how the functioning of the showground would be retained. Further, a five-year loss of the Arena building would also require the applicant to demonstrate how the proposal meets the exception criteria of Policy LP30 listed above. Neither a masterplan nor sufficient information against Policy LP30 has been provided with the application. The Applicant submitted a statement received on 30 June 2023 which outlined their responses to LP30 and LP36, together with a Viability Overview Statement. However, no evidence was submitted to support the overview set out within the statement, therefore only limited weight can be given to this.

The Statement acknowledges that the redevelopment of the Arena to another community facility has not been considered by the applicant, relying on the temporary nature of the development as sufficient justification.

The scale of development as well as the temporary nature of the proposal are key considerations when assessing under policies LP30 and LP36. Importantly, the interpretation of 'significant' for LP36, which is the trigger for the masterplan as well as the interpretation of 'loss' for LP30 which is the trigger for meeting one of the exceptions in order for the LPA to support the development, require careful consideration.

First in relation to LP30, whilst a loss in most cases is clear, especially via physical redevelopment, a temporary use is not as clear cut in defining a loss. This needs to be assessed on a case by case basis. The Arena would be much less likely to return to its original use, the longer the time period given over to another use. Officers have taken a view that a 5-year temporary permission would be tantamount to a loss. Whilst the Applicant has provided their justification in why the 5-year period is requested, this is based on optimising economic benefits in return for their investment into the site and while the public benefit from the development, i.e. a temporary source of employment, is considered and afforded moderate weight, this would not outweigh the harm from losing a unique facility which serves the city and provides a unique public benefit.

As such the proposal does not fall neatly into any of the categories of development allowed under LP36 and LP30 and is therefore contrary to these policies.

Notwithstanding the above, a shorter temporary permission may be considered not to constitute a 'loss' for the purposes for LP30 and would allow a much greater chance for the Arena to return to its original use until the redevelopment of the entire site is carried out under a comprehensive masterplan for the future vision of the East of England Showground site. Similarly, a shorter temporary permission would not constitute 'significant' development for the purposes of LP36.

#### Principle of development conclusion

Being beyond the defined urban boundary of Peterborough, and therefore technically in open countryside, the proposal conflicts with policies LP2 and LP11. However, the proposal relates to a site which is previously developed and would involve a reversible change of use from an existing commercial use to another and would not result in any significant physical development or harmful encroachment onto undeveloped land. This together with the temporary nature and economic benefits from job creation would be sufficient to outweigh this technical policy conflict.

Furthermore, it is considered an appropriate condition can be secured for a shorter temporary period of 3 years which would not trigger the “demonstration of loss” and “masterplan” requirements of both policies LP30 and LP36.

In conclusion, the principal of development is acceptable subject to a temporary three-year limitation and subject to compliance with all other relevant policies which are addressed below.

#### **b) Design and character**

The conversion process for the Arena building has resulted in limited external changes with vents being erected on the roof top of the Arena building. The alterations do not adversely impact the character and appearance of the site and surrounding area.

The development results in a change in the character of the site as a result of the proposed car storage and distribution use. This represents a change from a leisure type use to an industrial and warehousing use. The development, however, is proposed for a temporary period only that could be secured by way of a planning condition if the application was recommended for approval. While the applicant has proposed a time period of five years, officers consider that a three year time period would be more appropriate in order not to compromise any future redevelopment of the site in comprehensive manner and to limit the impact on the character of the site and surrounding area. As a result, subject to such a condition, there would not be an adverse impact on the character of the site and surrounding area.

The proposal would not materially impact upon any relevant heritage assets.

In light of the above conclusion, it is considered that appropriate measures can be secured by way of conditions to avoid any adverse impact on the design and character of the site and surrounding area, and as such there would be no conflict with Policies LP16 and LP19 of the Peterborough Local Plan (2019).

#### **c) Highway and Traffic Issues**

National Highways raised no objection to the proposal noting that the proposal would not result in a severe impact on the strategic road network.

The Local Highway Authority (LHA) are responsible for the local highway network and have raised no objection to the amended proposed development subject to appropriate conditions.

Since the October Committee meeting, the application has been amended to remove the access from Dunblane Drive. A revised Transport Note was submitted in November 2023 assessing the highway impact of using Gate 5 from Joseph Odam Way as the access to and from the development. The highway assessment provided modelling data from all vehicles movements associated with the proposed development, tracking details and details that allowed for an appropriate assessment of the impact on the local highway network. The modelling concluded that a maximum of 16 HGV movements per day would not adversely affect the local highway network,

The LHA have confirmed that the use of the other access off Joseph Odam Way would not be acceptable due to the lack of modelling data showing the impact of a proposed development alongside a typical Showground event but that access via gate 5 is acceptable.

The Applicant has stated that Showground events would be typically held on weekends rather than on a weekday period when the development will be operating. Further, Officers consider that the number of events/festivals etc that can be held on the wider Showground site would be limited by the amount of land being taken out of showground use by this proposal including the Arena building itself.

The combination of controlling the opening hours and the provision of a Traffic Management Plan to put in measures, (which need to be submitted and agreed with the LPA), for when events are carried out during the operating hours of the proposed development sufficiently addresses this scenario.

The LHA is satisfied with the revised Transport Note and associated transport modelling work and have raised no objection to the proposal subject to conditions limiting the number of HGV movements to 16 per day, restricting the operating hours to 06:30 – 18:00 Monday - Friday, restricting access to Gate 5 only and managing (via a Transport Management Plan), the use of Joseph Odam Way when events are held at the wider Showground site. Such conditions are reasonable and necessary to ensure no adverse impact on the local highway network.

A condition was previously recommended by the LHA with regards securing the provision of a Travel Plan within 3 months to secure measures promoting sustainable travel methods to and from the application site. However, given the temporary nature of the development as well as provision of cycle parking and EV charging points, it is considered that securing a Travel Plan for a temporary use would not be proportionate. However, an informative will be appended onto the decision to encourage the Applicant to carry out sustainable travel measures.

Based on the above and subject to the appropriate conditions it is considered that the proposal would not result in an adverse level of highway impact in accordance with Policy LP13 of the Peterborough Local Plan (2019).

#### **d) Neighbour amenity**

At the October 2023 meeting, Committee resolved to refuse the application on the grounds of the impact on residential amenities of occupiers of dwellings adjacent to the Dunblane Drive access. However, since the application was amended to omit the Dunblane Drive access, this reason has now fallen away.

One of the major concerns raised by neighbours in respect of the amended application has been in relation to the proximity of the access to residential properties, especially the location of the entrance gate to properties located on East of England Way. For the sake of clarity, the existing access road, adjacent the residential properties on East of England Way, is not part of the application site and is not proposed as the access to be used by the proposed development. The proposed access for the proposed development is known as Gate 5 which is set a sufficient distance away from the residential properties and avoids direct overlooking and overbearing concerns which were raised by neighbouring properties in their comments. Officers are of the view that Gate 5 would be an appropriate access for the proposed development and avoids an adverse neighbour amenity impact as well as other concerns in relation to neighbour amenity which were raised by Members during the Committee of 17<sup>th</sup> October especially noise and disturbance from the intensified proposed use compared with the sporadic event traffic of the lawful Showground use.

With regards other elements of the proposal the development would not result in a significant level of noise and disturbance, overbearing, overshadowing or any adverse dominant impact on the amenity of the adjoining neighbours. The proposal uses the Gate 5 access which is set away from adjoining neighbouring properties and given the existing lawful use of the site, which is the Showground use, it is considered that the proposal would not result in an unacceptable adverse impact on the quality of life on the adjoining neighbouring properties.

Further, no floodlight or external lighting is included within the proposed development. Whilst light pollution concerns were raised by neighbours, however, it is considered that the proposal would not result in an adverse level of light pollution onto neighbouring properties.

In terms of operating hours, the hours requested as part of the application are 5:30am-6:30pm, but Officers consider that the original start time of 6:00am is appropriate and would be the earliest that would be acceptable. The existing lawful showground use puts no restrictions on opening hours. However, it is noted that this is a historic use, with sporadic concentrated periods of heavy traffic movements. The current proposal has a different highway character with daily highway movements spread out from Monday to Friday. Therefore, it is considered the restriction on operating hours would ensure no adverse neighbour amenity impact.

In light of the above it is considered that the proposal would not result in an adverse level of impact on neighbour amenity in accordance with Policy LP17 of the Peterborough Local Plan (2019).

#### **e) Other**

With regards the pollution impact, the Council's Pollution Control team raised comments in relation to the respraying of road vehicles and the need for an environmental permit under the Environmental Permitting (England & Wales) Regulations 2016 if the annual consumption of organic solvent is likely to exceed 1 tonne. Concerns from vehicular pollution was not raised and it is considered that the proposal would not result in a significant level of vehicular movements compared with the existing use that would require any air quality measurements.

The Council's Tree Officer raised no objection to the proposal subject to securing the development in accordance with the submitted Arboricultural Report.

The Council's Wildlife Officer raised no objection to the proposal noting that the proposal results in the temporary change of use of poor modified grassland. However, it was noted that even poor modified grassland has value within the biodiversity metric 4.0. Given the temporary basis there is no need to secure any additional biodiversity gain, but the temporary loss of the poor modified grassland would require appropriate ecological net gain.

The Environment Agency raised no objection to the proposal subject to securing the submitted flood risk assessment by condition.

The Council's Archaeological Officer is satisfied with the Archaeology Statement submitted by the Applicant; however, they did request that groundwork for the marquee foundation slab should be discussed and carried out under archaeological supervision.

No condition has been appended onto the decision notice in relation to details of surface water drainage. The Local Lead Flood Authority raised no objection noting no new buildings and limited hardstanding. However, Anglian Water have requested that a condition be secured in relation to surface water drainage due to lack of information as the application does not specify the existing building surface water arrangements. As noted from the submitted information, no new buildings are proposed with the plastic grid matting proposed on existing grassed areas. The plastic grid matting would allow for surface water to drain through, and considering the advice of the LLFA no condition will be secured in relation to surface water drainage details.

There is no reason to believe that this proposal would result in any increase in anti social behaviour.

Matters of property values and loss of views are not material planning considerations and cannot be taken into account.

## **7 Conclusions**

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighing against relevant policies of the development plan. Officers consider that the neighbour amenity concerns which were raised during the October Committee have been adequately addressed via the omission of the Dunblane Drive access. Appropriate transport information provided demonstrating that access via Gate 5 off Joseph Odam Way is acceptable subject to conditions controlling the operating hours as well as the number of movements from Articulated HGVs in accordance with Policy LP17 and LP13 of the Peterborough Local Plan (2019). Finally, the proposal would be in accordance with Policies LP2, LP13, LP16, LP17, LP19, LP28, LP29 and LP32 of the Peterborough Local Plan (2019).

## **8 Recommendation**

The Executive Director of Place and Economy recommends that Planning Permission is **GRANTED** subject to the following conditions:

- C1 The development hereby approved shall cease on 17/10/2026. Any alterations carried out to the existing buildings and the plastic grid matting associated with the development hereby approved shall be removed and the buildings/land restored to its former condition, prior to 17/12/2026.

Reason: In order to reinstate the original use of the land or site and preserve the visual amenity of the surrounding area, in accordance with Policy LP16 of the Peterborough Local Plan (2019).

- C2 The development hereby approved shall be carried out in accordance with the following plans:

- Location Plan - Drawing no. C5266 20\_007 Revision D
- Access Plan details – Received 27/11/2023
- Ulti 3869 D6000I - Drawing no. 3869 Zicam 17773 Sheet 1 of 3
- Ulti 3869 D6000I - Drawing no. 3869 Zicam 17773 Sheet 2 of 3
- Ulti 3869 D6000I - Drawing no. 3869 Zicam 17773 Sheet 3 of 3
- Arena Building - Proposed Section and Floor Layout – Drawing no. P-DHL02 Revision C
- Proposed Arena Elevations – Drawing no. C5266 100\_20 Revision A
- Flood Risk Assessment by Canon Consulting Engineers dated February 2023 (ref CCE/V191/FRAD-02).
- Transport Note (TN04, dated November 2023)

Reason: For the sake of clarity.

- C3 The vehicular access serving the application site from Joseph Odam Way shall solely be used by vehicles associated with the proposed development in accordance with the submitted 'Access Plan details' (received 27/11/2023), and vehicles associated with the proposal development shall not use any other access other than the approved access within the 'Access Plan details' document.

Reason: In the interest of highway safety and neighbour amenity in accordance with Policies LP13 and LP17 of the Peterborough Local Plan (2019).

- C4 The development hereby permitted shall only operate on site between the hours of 06:00-18:30 on Monday-Friday, and no operations shall be carried out on site during weekends and on public/bank holidays.

Reason: In order to protect the amenity of the area in accordance with Policy LP17 of the Peterborough Local Plan (2019).

- C5 The proposed development hereby approved shall be used only for the storage and distribution of vehicles with ancillary maintenance and preparation of these vehicles and for no other purpose.

Reason: In order to protect the amenity of the area as well as in the interest of public highway safety, in accordance with Policies LP16, LP17 and LP13 of the Peterborough Local Plan (2019).

- C6 The development hereby permitted shall be carried out in accordance with the submitted Flood Risk Assessment by Canon Consulting Engineers dated February 2023 (ref CCE/V191/FRAD-02).

Reason: In order to reduce the risk of flooding to the proposed development and future occupants in accordance with the NPPF (2023) and Policy LP32 of the Peterborough Local Plan (2019).

- C7 The development hereby permitted shall be carried out in strict accordance with the submitted Peterborough Showground Arboricultural Report from Lincs Town Planning Services Limited, as revised and dated 9<sup>th</sup> June 2023.

Reason: In order to protect and safeguard the amenities of the area, in accordance with Policies LP16 and LP29 of the Peterborough Local Plan (2019).

- C8 The total number of HGV car transporter movements associated with the proposed development per day must not exceed 16. For this condition an HGV car transporter is defined as a car transporter with a total weight including cargo of over 7.5 tonnes and which is capable of carrying more than one vehicle.

A log must be maintained recording the number of HGV car transporters entering and leaving the site per day from the date of this permission, and the log must be provided to the Local Planning Authority within 7 days of a written request by the Local Planning Authority.

Reason: In the interests of Highway safety and capacity, in accordance with Policy LP13 of the Adopted Peterborough Local Plan (2019). The modelling data submitted demonstrates that 16 movements of HGV movements can be accommodated within the local highway network without a severe highway impact.

- C9 Within two months of the date of this permission, or one month before the next event to be held at the East of England Showground, whichever is the sooner, a Traffic Management Plan (TMP) shall be submitted to and agreed in writing by the Local Planning Authority. The TMP shall specify the active traffic management measures that will be undertaken in relation to the cumulative traffic generated by the proposed use and any Events, Trade Shows and Festivals being carried out at the East of England Showground during the operating hours of the proposed development hereby approved.

The development shall be operated in strict accordance with the agreed TMP throughout the duration of any such events that take place.

Reason: In the interests of highway safety and capacity in accordance with Policy LP13 of the Peterborough Local Plan (2019). No modelling data has been provided for events held on the wider site during the operation of the proposed development, therefore a TMP would put in place measures to mitigate against any adverse highway safety impact.

Copies to Councillors- Councillor Nicola Day  
Councillor Kirsty Knight  
Councillor Julie Stevenson