

Greenham Business Park

**Local Development Order
Adoption Version.**

**West Berkshire District Council
In partnership with the Greenham Trust
December 2018**

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1. Introduction

1.1 The Greenham Business Park Local Development Order (the LDO) has been prepared by West Berkshire District Council (the Local Planning Authority) in partnership with the majority landowner, the Greenham Trust (formerly the Greenham Common Trust).

1.2 Local development orders (LDOs) are intended to tailor planning controls to local circumstances. The National Planning Policy Framework (2018) states that:

“Local planning authorities are encouraged to use Local Development Orders to set the planning framework for particular areas or categories of development where the impacts would be acceptable, and in particular where this would promote economic, social or environmental gains for the area”¹.

1.3 The LDO is a simplified version of development control for the business park, a key employment site within the district, with planning issues dealt with ‘up-front’ so that development according with the defined parameters and conditions can proceed without a planning application. A diagrammatic summary of how the LDO is used for development management of the area is provided in Appendix G.

1.4 This document comprises the following:

- A Statement of Reasons
- The Local Development Order
- Planning conditions
- Design guidance
- A pre-development notification procedure
- Travel Plan.

1.5 In addition, the studies and documentation that have informed the draft LDO can be found at <https://info.westberks.gov.uk/article/35894>. These comprise the following documents:

- Land contamination Phase 1 Desk Study
- Ecology Phase 1 and 2 assessments
- Flood Risk Assessment
- Heritage statement
- Landscape and visual appraisal
- Lighting assessment
- Transport assessment.

1.6 Located south-east of Newbury and accessed from the A339, the business park has been established on the ‘technical area’² of the former Greenham Common Airbase. Formerly occupied by the United States of America Air Force (USAAF), the airbase

¹ National Planning Policy Framework 2018 (paragraph 51).

² Areas D3 and E identified in the Greenham Common Airbase Planning Brief, Newbury District Council (approved 1994).

was returned to the Ministry of Defence (MoD) in 1992. The MoD declared the site to be surplus to requirements in 1993 and it was put up for sale.

- 1.7 In 1997 the Greenham Common Trust (the Trust) was formed and purchased the airbase in a partnership between the then local authority and local business representatives. The Trust raised the £7m required on commercial terms.
- 1.8 The former technical area has since been established as a mixed-use business park, incorporating many of the remaining 'legacy buildings' as well as new development.
- 1.9 Over the years the Trust has used its trading surpluses to donate over £40m of grants to local charities, including churches, schools, and hospitals.

2. Statement of reasons

- 2.1 All local development orders must be accompanied by a statement of reasons for making the order³.
- 2.2 The Greenham Business Park LDO has been prepared to simplify the planning controls for development within the established business park over a period of 15 years (subject to monitoring and regular review). The LDO area is identified on LDO Plan 1 (the site)⁴.
- 2.3 Redevelopment of the former airbase is supported by adopted policy. Development of the site was originally supported in the West Berkshire District Local Plan 1991 to 2006 (policy ECON6). Policy ECON6, saved in 2007, allows for industrial, distribution and storage space subject to specified criteria.
- 2.4 A planning brief⁵ was adopted in June 1994 to guide the future of the former airbase, including the runway, heath and grassland, and the 'Technical Area' (now the business park). This includes planning objectives to:
- Pursue, with respect to further employment provision, an approach that expands the local employment base by exploring the local specialised employment needs;
 - Retain, reuse or relocate buildings and facilities that are of a standard in terms design and construction to be worthy of retention;
 - Protect and enhance the nature conservation interest of the site and the surrounding area.
- 2.5 The Planning Brief identifies that the 'Technical Area (Area E)' contained 158,000 sq m of built development with supporting infrastructure. It was noted that some of the buildings were suitable for reuse on a temporary or possibly longer term basis, but that many were not worthy of retention and therefore could be redeveloped. In accordance with the Planning Brief, the Common was returned to public ownership in the late 1990s and the former Technical Area has been the focus for regeneration to support the local economy.
- 2.6 Policy CS9 of the West Berkshire Core Strategy 2012 (Location and type of business development) identifies the site⁶ as a "strategically important" existing employment site where business development will be supported.
- 2.7 An outline planning application, for the redevelopment for commercial use of the site, submitted on behalf of the MoD was approved on 24 March 1997⁷. The description of development was:

³ The Town and Country Planning (Development Management Procedure) (England) Order 2015; Article 38 (1).

⁴ Appendix A

⁵ Greenham Common Airbase Planning Brief, Newbury District Council (approved 1994).

⁶ Identified as "New Greenham Park".

⁷ Application 145585 (approved 24 March 1997).

“Storage and distribution (B8), general industry (B2), light industry (B1) and sport and leisure development (D2) museum and day nursery (D1)”.

- 2.8 The outline consent identified up to 153,925 square metres of floor space.
- 2.9 Application for the renewal of this outline consent was made by Greenham Common Trust and approved in November, 1999⁸. Reserved matters applications were approved in 2003⁹.
- 2.10 The planning permissions were subject to legal agreements. The agreement dated 20 September 2001 consolidated previous agreements and noted that the permission had been part-implemented (and is therefore extant).
- 2.11 Significant developer contributions were made in accordance with the legal agreement to mitigate the impacts of the approved development.
- 2.12 While implementation of the planning permissions has commenced, and many of the legacy buildings have been cleared to facilitate redevelopment, a significant proportion of the permitted floorspace is still outstanding. An estimate of the current baseline of existing floorspace is approximately 64,300 square metres (excluding non-commercial uses). This equates to around the equivalent of only 40% of the approved floorspace.
- 2.13 Some of the existing uses also provide opportunity for rearrangement or change of use to create a more efficient use of the available land.
- 2.14 The objective of the LDO is to help catalyse the continued regeneration of the site to create jobs and support the local economy in line with adopted policy. It also provides a framework for coordinating development to achieve the following inter-related objectives:
- Good place-making;
 - Improving the accessibility and amenity of the park, and
 - Protecting the local environment, including respecting the historic interest and local wildlife.
- 2.15 The LDO is therefore designed to meet the three strands of sustainable development: social, environmental, and economic in accordance with the NPPF (2018).
- 2.16 This LDO has been prepared to simplify the planning controls by addressing the key planning issues but allowing for greater flexibility over the form of development that comes forward. This is intended to enable the business park to meet the evolving market demands of the 21st century and attract inward investment to this strategically important employment area.
- 2.17 The description of development permitted by this Order is:

Mixed-use non-residential development, and associated minor operational development, within Use Classes:

⁸ Application 155587 (approved 3 November 1999).

⁹ Application 02/02048/RESMAJ

- *B1a (Office)*
- *B1b (Research & Development)*
- *B1c (Light industry)*
- *B2 (General industry)*
- *B8 (Storage and distribution)*
- *Sui generis (Data centre)*
- *Sui generis (Motor vehicle sales)*
- *A1 (Shops)*
- *A3 (Restaurant and café)*
- *D1 Non-residential institutions*
- *D2 Assembly and leisure.*

- 2.18 The permitted development is subject to development parameters and conditions set out in the Order (please refer to appendix B).
- 2.19 The LDO area broadly follows the boundary of the business park (identified on LDO Plan 1). However, areas within this boundary which are not suitable for development under the provisions on the LDO, are excluded. An example is the area on the eastern boundary, which includes areas known to be of biodiversity interest and mature planting which provides natural screening of the business park from the wider landscape.

Environmental Impact Assessment

- 2.20 The LDO has been screened under the Environmental Impact Assessment Regulations. The Screening Opinion was that an Environmental Statement is not required.

Supporting Studies

- 2.21 Informed by the Screening Opinion, several supporting studies were prepared to inform the LDO. The scope of these studies and how they have informed the LDO are summarised below:

Land Contamination Phase 1 Desk Study

This has concluded that there are plausible pollutant linkages, most likely associated with the historic military use of the site. Phase 2 surveys are recommended before development. This requirement is included in the LDO conditions.

Ecology Phase 1 and 2 Assessments

The LDO area has been assessed in terms of its ecological interest. Areas of interest are identified which will require further survey before development is permitted. Sensitive woodland boundaries are identified where external lighting is restricted to mitigate the impact on bats. The assessments have informed the design guidance including opportunities for improving biodiversity through redevelopment of the previously developed site. A condition of the LDO requires the ecological baseline to

be reviewed every two years to ensure it is kept up-to-date. Significant changes in the baseline may require review of the LDO.

Flood Risk Assessment

A Level 1 Flood Risk Assessment (FRA) Screening Study has been undertaken. The business park is located within Flood Zone 1. The overall risk of flooding from rivers and seas is “negligible”. The potential risk from surface water (pluvial) flooding is “negligible”. The site is not identified to be at risk from groundwater flooding.

The LDO conditions require approval of sustainable surface drainage strategies for development.

Heritage Statement

A Heritage Statement has been undertaken to assess the impact of development on the historic interest of the LDO area, and its surroundings which include a scheduled monument and listed buildings. The statement identifies the significant amount of assessment that has already been undertaken in this location and has identified appropriate mitigation of the historic interest. Mitigation has been included in the LDO development parameters, including restricting the height and location of new buildings on the northern boundary (adjoining Greenham Common), avoiding new buildings in the setting of the neighbouring listed buildings (buildings 273 and 274), limiting building height and permitted uses on the eastern boundary of the LDO area.

Landscape and Visual Appraisal (LVA)

The LDO development parameters and design guidance have been informed by the LVA. This identified that building heights should be limited on the northern boundary and no higher than Building 400. A continuous roof line should be avoided on this boundary to reduce the impact on sensitive views from the adjoining Common. Within the site, the ground levels gently slope down to lower ground around the entrances from the A339. Buildings can be higher in these areas but should not exceed the height of the tallest existing building (Building 301). Design guidance is provided to manage the visual impact of new buildings as well as providing guidance for maintaining and enhancing the existing landscape framework within the LDO area.

Lighting Assessment

A baseline lighting survey was undertaken to determine existing conditions in the LDO area. The surrounding area was classified as Environmental Zone E2 – low district brightness areas. Recommendations for minimising the impact of external lighting are included in design guidance, and an LDO condition controls external lighting levels on the ecologically sensitive boundaries of the LDO area.

Transport Assessment

A transport assessment (TA) of the potential impacts of development permitted by the LDO was undertaken. This has included assessment of the potential traffic impacts compared to the extant planning permission. Three 'growth scenarios' were tested recognising the flexibility in permitted development under the LDO: high, medium and low. The TA shows that the permitted development under each of the scenarios is acceptable in transport and highway terms. The TA has informed a revised Travel Plan for the site.

Extant Planning Permissions

- 2.22 The LDO does not supersede or vary any extant planning permissions within the LDO area. Material variation of extant permissions will require a planning application.

3. Local Development Order

3.1 Definitions

3.1.1 The following definitions apply to the Greenham Business Park Local Development Order (LDO):

‘The LDO area’

The area identified as ‘LDO Area’ on ‘LDO Plan 1’ (Appendix A). This area forms part of the existing boundary of the Greenham Business Park.

‘Greenham Business Park’

The area of the established business park controlled by the Greenham Trust (or its successor in title) identified as ‘Business Park Boundary’ on LDO Plan 2.

‘Duration’

Is the period specified for the operation of the LDO (section 4.2).

‘Local Planning Authority (LPA)’

West Berkshire District Council, or its successor in title, is the Local Planning Authority for the LDO area.

‘Development parameters’

The development parameters set out in Table A.

‘Zone’

Means the zones within the LDO area identified on LDO Plan 2.

‘Primary uses¹⁰’

Are the uses identified as ‘Primary’ in Table B (see also notes in table A).

‘Secondary uses’

Are the uses identified in Table B (see also the notes in Table A).

‘Planning conditions’

Means the planning conditions set out in Appendix B and explained in section 3.7.

‘Design guidance’

Is the guidance provided in Appendix C

‘Floorspace’

For the purposes of this Order, all floorspace is measured on the gross internal area (GIA) in square metres, in accordance with the RICS Code of Measuring Practice core definition, unless otherwise stated.

‘Baseline development’

Is the existing floorspace within the LDO area as at 2017’ (please refer to Appendix F).

‘Pre-development notification’

Means the notification required under section 4.1.

‘Pre-development notification fee’

Means the requisite fee identified in section 4.1.

3.2 Development parameters

3.2.1 Development is permitted within the LDO area where it is in accordance with the parameters set out in Table A. Development proposals **not in accordance with these parameters, or** elsewhere within Greenham Business Park, will require separate planning permission.

Table A: Development Parameters

LDO Parameter ref	Parameter	Limitations/exclusions	Notes
P1	Maximum floorspace within LDO area	Up to 152,000 sq m Refer to LDO Plan 1.	This includes the baseline development (Please refer to Appendix F. LDO area excludes the two listed buildings (Buildings 273 and 274). Development within the LDO area must not exceed 152,000 sq m without further assessment through planning application.
P2	Primary uses	Unrestricted subject to P1 and Table B.	Development permitted in the LDO area is focused on the primary employment generating uses identified in Table B.
P3	Secondary uses	Up to 28,715 sq m and restrictions set out in Table B.	Secondary uses (identified in Table B) are limited to just under 20% of total floorspace allowed in LDO area to ensure that the focus remains on the primary employment generating uses and to manage traffic impacts.
P4	Location of development: Zones A, B, and C.	Refer to Land Use Zone Plan (LDO Plan 2). Zone A: Business use; Primary uses only.	Additional B2/B8 uses are excluded from Zone C to protect the amenity of the residential properties neighbouring the LDO area.

		<p>Zone B: Mixed use; Primary and secondary uses Zone C: Mixed use; primary and secondary uses, excluding B2/B8 uses.</p> <p>Development is not permitted in Zones D and E (with the exception of P5).</p>	
P5	Zone D	Limited to the permitted minor operational development ¹¹ (No new buildings or structures without separate planning permission).	Development is controlled in Zone D to protect the setting of historic interest. Any new building within this area will require a planning application supported by an assessment of the heritage impact.
P6	Zone E	No development, other than soft landscaping works.	Development is excluded from these areas to protect the ecological, landscape and historic interest of the site.
P7	<p>Maximum building heights</p> <p>Buildings must not exceed the maximum building height shown in metres above ground level.</p>	Refer to Building Heights Plan (LDO Plan 3).	Building heights are controlled to mitigate the visual impact of development and protect the historic interest of the site.

¹¹ Please refer to section 3.5.

3.3 Permitted Land Uses

3.3.1 With reference to the Town and Country Planning (Use Classes) Order 1987, Table B sets out the land uses that are permitted by the LDO (subject to the Development Parameters set out in Table A).

Table B: Permitted Land Uses

Use Class		Category of use	Exclusions/notes	Maximum floorspace/area permitted within the LDO area (including baseline development)	Notes
B1a	Office	Primary	Ancillary office space is also allowed in addition.	22,800 sq m	This represents 15% of total floorspace – Policy ECON6). Ancillary office space is also subject to maximum floorspace (LDO Parameter P1).
B1b	Research & development			Up to 7,600 sq m	B1b floorspace is restricted as it has similar impacts, including in terms of traffic generation, as office uses.
B1c	Light industry			Unlimited (subject to LDO Parameter 1)	
B2	General industry		<ul style="list-style-type: none"> Excluded from Zone C Waste management uses are excluded. Open-air industrial processes are excluded. 	Unlimited (subject to LDO Parameter 1)	Waste management and open-air industrial processes require further assessment by planning application to ensure that the impacts are acceptable.

Use Class		Category of use	Exclusions/notes	Maximum floorspace/area permitted within the LDO area (including baseline development)	Notes
B8	Storage and distribution, including motor vehicle storage (decked-parking only)		Exclusions: <ul style="list-style-type: none"> Motor vehicle storage (open) Additional B8 use is excluded from Zone C.	Up to 75,938 sq m Motor vehicle storage (decked-parking) is restricted to Zone A and a maximum of 7 hectares in total footprint.	B8 uses are restricted in the interests of managing traffic impacts, including in terms of heavy goods vehicles, and to ensure opportunity for a variety of job opportunities. Decked motor vehicle storage is permitted to assist in market demand in a more efficient way and free-up space for other primary uses.
Sui generis	Data Centre		Permitted in Zone A only.	Up to 17,130 sq m	Data centres are a primary use as they provide vital support to the digital economy. The maximum total floorspace for this use includes unimplemented floorspace approved under extant permission (08/02354/COMIND).
A1	Shops	Secondary		Up to 750 sq m. Up to 500 sq m per unit	A1 and A3 uses are permitted to support the vitality and sustainability of the business park but are restricted to avoid competition with the town centre and to manage traffic impacts.
A3	Restaurants and cafes			Up to 300 sq m	

Use Class		Category of use	Exclusions/notes	Maximum floorspace/area permitted within the LDO area (including baseline development)	Notes
D1	Non-Residential institutions: Creche, Day nursery, Museum, Rehabilitation centre (non-residential); Education and training centres (non-residential).		Other uses falling within Use Class D1.	Up to 2,000 sq m.	The specified D1 uses can support the vitality and sustainability of the business park, subject to the limitations to manage traffic impacts.
D2	Assembly and leisure: Gymnasium, Area for indoor or outdoor sports (not involving firearms or motor vehicles).		Other uses falling within Use Class D2 uses.	Up to 3,000 sq m.	D2 uses are permitted under the extant planning permission but are limited under the LDO to manage traffic impacts.
Sui generis	Motor vehicles sales		For the purposes of this LDO workshop/garage space ancillary to motor vehicle sales is classed as B2.	Up to 14,000 sq m.	

3.4 Change of use

3.4.1 Change of use of existing floorspace within the LDO area is permitted if it is either:

- a. in accordance with the development parameters and permitted land uses of this Order; or
- b. in accordance with the Town and Country Planning (General Permitted Development) (England) Order 2015 as amended from time to time.

3.5 Minor operational development and other miscellaneous development

3.5.1 In addition to the Town and Country Planning (General Permitted Development) (England) Order 2015 as amended from time to time, the following minor operational development and miscellaneous development within Zones A, B, C, and D only is permitted by this Order subject to being in accordance with the planning conditions:

- Hard and soft landscaping associated with existing and permitted land uses
- Small-scale renewable energy installations providing energy for individual existing or new buildings, integrated within the building or within its curtilage, excluding wind turbines.
- Creation or alteration of private highways, pedestrian, and cycle ways,
- Rearrangement of existing vehicle parking
- Provision of cycle parking, including secure cycle storage (no structures in Zone D)
- Provision and alteration of accessibility measures to improve mobility for people with disabilities
- Provision of waste and recycling storage and collection facilities for individual properties
- Street lighting
- External security lighting
- CCTV cameras.

3.6 Demolition

3.6.1 Demolition of existing buildings and structures within the LDO area is permitted under this Order where the demolition activity is required to facilitate redevelopment that complies with the development parameters.

3.6.2 The Local Planning Authority must be notified of demolition proposals through the pre-development notification process.

3.7 Planning conditions and informatives

3.7.1 Development permitted by this Order is subject to compliance with the planning conditions set out in appendix B¹².

¹² Town and Country Planning Act 1990 Part III Section 61C (b).

- 3.7.2 Some of the conditions require the approval of further details by the Local Planning Authority before development of the permitted scheme commences.
- 3.7.3 Approval of details reserved by condition will be by way of the standard application process and requisite fee payable to the Local Planning Authority.
- 3.7.4 The Local Planning Authority will determine applications for the approval of details reserved by conditions within 21 days in line with the Government's target. If necessary, it will give the applicant notice in writing that further information is required and a request for an extension of time to consider the additional information.

3.8 Design guidance

- 3.8.1 Guidance on the design of new development in the LDO area is provided (Appendix C). The planning conditions with this Order require the submission of a design statement to demonstrate how the proposed development has responded to this guidance. Proposed development that is in general accordance with the design guidance is permitted by this Order.
- 3.8.2 The objective of the design guidance is to provide a coordinated approach to the long-term regeneration of the business park and achieve good place-making which can contribute to the continued success and vitality of this key economic area.

4. Other matters relating to the operation of the LDO

4.1 Pre-development notification

- 4.1.1 Prior to the commencement of development permitted by this LDO, the Local Planning Authority must be notified of the proposed development. A Pre-development notification form is provided in Appendix D for this purpose.
- 4.1.2 On receipt of a completed pre-development notification form, the Local Planning Authority will confirm in writing within 15 working days (the notification period) that:
- a) The proposed development is permitted by the LDO and therefore can proceed without the requirement for a planning application, or
 - b) That the proposed development is not in accordance with the LDO and therefore a planning application is required, or
 - c) Further information is required to determine whether the proposed development is permitted by the LDO, including reasons why there is any uncertainty.
- 4.1.3 Failure of the Local Planning Authority to respond in writing within this period will be deemed as confirmation that the proposal is permitted.
- 4.1.4 Development or demolition must not commence until the notification period has passed.
- 4.1.5 A fee is payable to the Local Planning Authority when notifying it of the intention to implement development permitted by this Order (refer to Appendix D).

4.2 Duration, review, and revision

Duration

- 4.2.1 This Order takes effect from the date of its adoption by the Local Planning Authority. Its adopted period of operation is 15 years.

Review

- 4.2.2 The Local Planning Authority will review this Order not less than every five years from its adoption. This is to ensure that the objectives of the LDO are being achieved. The reviews will identify whether it is necessary to review the technical studies supporting the LDO due to changes in the material conditions or other relevant factors, and thereafter, whether any amendment to the provisions of the LDO are necessitated thereby.

Revision

- 4.2.3 The Local Planning Authority may at any time prepare a revision of the LDO¹³.
- 4.2.4 In such cases as revisions are deemed appropriate, the Local Planning Authority will publicise the proposed revisions for a minimum of 28 days and invite representations in writing.
- 4.2.5 Development permitted by the LDO prior to its revision, and of which the Local Planning Authority has been duly notified, may be completed if it has lawfully commenced before the revised Order has been adopted by the Local Planning Authority.

4.3 Revocation

- 4.3.1 The Local Planning Authority may at any time exercise its powers to revoke all or part of the LDO¹⁴. The Local Planning Authority will publicise its intention to revoke all or part of the LDO for a minimum of 28 days and invite representations in writing.
- 4.3.2 Development permitted by the LDO, and of which the Local Planning Authority has been duly notified, may be completed if it has lawfully commenced before the revocation of the Order.

4.4 General Permitted Development Order

- 4.4.1 This LDO in no way restricts the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015.

4.5 Compliance with other legislation

- 4.5.1 The LDO relates to the provisions of the Town and Country Planning Act 1990 and associated legislation only. It does not supersede the requirement to comply with other legislation, including building control regulations and environmental permits.

4.6 Community Infrastructure Levy

- 4.6.1 Developer contributions have already been made in respect of the extant planning permission. However, development permitted by the LDO is subject to the Community Infrastructure Levy¹⁵. All permitted uses in the LDO area are £0 rated, with the exception of retail uses

¹³ Town and Country Planning Act 1990 Schedule 4A (2[1]).

¹⁴ Town and Country Planning Act 1990 Part III Section 61A(6).

¹⁵ West Berkshire Community Infrastructure Levy Adopted March 2014.