

For: PLANNING AND REGULATION COMMITTEE 29 OCTOBER 2018

By: DIRECTOR FOR PLANNING AND PLACE

Development Proposed:

Part change of use to allow the development of a building materials hub, comprising the importation and storage of primary and secondary aggregates together with related and pre-packed building and cement-based products prior to onward distribution, in addition to the existing consented aggregate bagging operation.

Division Affected: Sutton Courtenay and Marcham

Contact Officer: Emily Catcheside **Tel:** 07741 607 684

Location: Appleford Depot, Appleford Sidings, Appleford Road, Sutton Courtenay, Abingdon OX14 4PW

Application No: MW.0097/18 **District Ref:** P18/V2124/CM

Applicant: Hanson Quarry Products Europe Limited

District Council Area: Vale of White Horse

Date Received: 15 August 2018

Consultation Period: 23 August-13 September 2018

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Recommendation

The report recommends that the application (MW.0097/18) be approved.

• Part 1 – Facts and Background

Location (see plan 1)

1. The site lies towards the centre of the Sutton Courtenay landfill complex, immediately to the north of Appleford Rail Sidings. The landfill complex lies to the west of Appleford and to the east of Sutton Courtenay. Didcot lies approximately 1 mile (1.6km) to the south.

Site and Setting

2. The wider Sutton Courtenay site includes active waste management uses, including active landfilling, composting, waste transfer and a materials recovery facility (MRF). These uses all lie within 500m of the application site.
3. The application site is an area of hardstanding that forms part of an ongoing and partly rail-fed aggregate bagging operation, which also comprises a building (bagging station), loading hoppers and conveyor, and administration and welfare facilities.
4. The aggregate bagging building, hoppers and conveyor lie to the east of the application site and the administration and welfare facilities lie to the west, along with a car park and disused water tank.
5. The railway sidings lie directly to the south of the application site and, to the north, lies a temporary asphalt plant.
6. The closest residential properties are to the east on Main Road and Chambrai Close in Appleford. These are approximately 800 metres from the application site.
7. The application area is approximately 0.27ha and lies entirely within flood zone 1, which is an area at least risk of flooding.
8. The site is accessed from the roundabout off the A4130 Didcot Perimeter Road via the internal road Portway which is a public byway open to all traffic (10/Sutton Courtenay) and Corridor Road.

Details of the Development

9. The application site comprises an area of hardstanding that is currently used as part of the aggregate bagging operation permitted by the County Council on 7th November 2017 (MW.0054/17) following a resolution to approve by the Planning and Regulation Committee on 4th September 2017.
10. The permitted operation involves the bagging of sand and gravel arising from Sutton Courtenay quarry as well as rail-borne limestone. Additionally,

the permission allows the importation of soft sand by road for bagging. Bagged material is transported to customers on flatbed HGVs.

11. The existing operation generates up to 54 vehicle movements (27 in, 27 out) per day.
12. Condition 10 of the permission prevents the importation of any other materials by road. It states:

“No material, other than

- a. Soft sand, and*
- b. Sand and gravel imported by internal haul road from the processing plant shown within the blue line on approved plan 60543520.BAG.002*

Shall be imported to the site by road.

Reason: To ensure that the development is carried out and the rail siding used as proposed, and that HGV movements are as assessed (OMWCS C10).”

13. The planning application hereby considered is to establish a separate but related building materials hub that would operate alongside the existing aggregate bagging operation. The development would involve the importation and storage of construction materials (e.g. concrete) from other sites operated by the applicant, which would then be delivered to customers along with the bagged aggregates in single deliveries.
14. The applicant states that, at present, two or more part-laden lorries are making separate trips to the same end customer from multiple depots which, it is claimed, is inefficient and increases both lorry movements on the highway network and the total amount of lorry miles travelled. The applicant states that the development would allow combined loads to be made up and despatched directly to the customer in a more efficient manner.
15. The importation of construction materials to the site would operate on an ‘as-needed’ basis and would generate a maximum of 6 HGV movements (3 in, 3 out) per day. Materials would be stored on pallets or in bags prior to onward transportation, and would not be kept in loose stockpiles.
16. Permission is sought for the proposal through a full application for planning permission which, if permitted, would operate alongside the existing bagging plant operation. The bagging plant operation itself would remain unchanged.

• **Part 2 – Other Viewpoints**

Representations

17. No third party representations have been received.

Consultation Responses

18. Sutton Courtenay Parish Council – Object to the proposed development. Oxfordshire County Council has objected to applications for housing development, owing to the impact on local roads. Applications determined by the District Council have considered that the generation of vehicular traffic would be unacceptable and would meet the NPPF criteria of severe harm. The Planning Inspectorate has dismissed an appeal owing to the road and junction at Sutton Bridge being well above its technical capacity. It has not been demonstrated that the road network can accommodate the traffic arising from what is now proposed.
19. Appleford Parish Council – No response received.
20. Didcot Town Council – No objections.
21. Vale of White Horse District Council Planning – No objection but requests that the views of the Local Parish Council and residents are taken in to account, along with any landscape improvements by condition, if necessary.
22. Vale of White Horse District Council Environment Health – No objection.
23. Environment Agency – Due to workload prioritisation, is unable to make a detailed assessment of the application. Guidance is provided in relation to foul drainage stating that new development should be connected to the public mains where possible.
24. Natural England – No comments.
25. Network Rail – No objection in principle, however due to the proposal being next to Network Rail land and infrastructure, it is requested that suitable drainage is secured by condition if the matter has not been adequately addressed in the supporting documentation submitted with this application.
26. OCC Transport Development Control – No objection. The application suggests an increase of six HGV movements per day and that is clearly not a significant increase in traffic and does not warrant reason for objection in transport terms.
27. OCC Ecology Officer – No objection
28. OCC Countryside and Access – No comments to make.

29. OCC Lead Local Flood Authority – No comments received
30. No response was received from BBOWT, Ramblers Association, Open Spaces Society or CPRE.

Part 3 – Relevant Planning Documents

Relevant Planning Policies – (see policy annex)

31. Development should be decided in accordance with the Development Plan unless material considerations indicate otherwise.
32. The relevant development plan documents are:
 - Oxfordshire Minerals and Waste Local Plan Core Strategy (OMWCS)
 - Oxfordshire Minerals and Waste Local Plan 1996 (OMWLP) saved policies
 - The Vale of White Horse Local Plan 2011 (VLP 2011) saved policies
 - The Vale of White Horse Local Plan 2031 Part 1 (VLP1)
33. The Vale of White Horse Local Plan 2031 Part 2 (VLP2) was submitted to the Secretary of State for Housing, Communities and Local Government on 23 February 2018 for independent examination. The examination hearings were held between 3 July 2018 and 6 September 2018, and the Inspector's report is currently awaited. The VLP2 is considered to be at an advanced stage of preparation and therefore carries weight as a material consideration, particularly where there is a risk of pre-determination on matters related to scale, location or phasing of new development that are central to the emerging plan.

Relevant Policies

34. The relevant development plan policies are:
 - Oxfordshire Minerals & Waste Local Plan Core Strategy (OMWCS)
 - M9 – Safeguarding Mineral Infrastructure
 - C1 – Presumption in favour of sustainable development
 - C5 – Amenity
 - C8 - Landscape
 - C10 - Transport
 - Oxfordshire Minerals & Waste Local Plan (OMWLP) 1996
 - SC3 – Routeing agreements in Sutton Courtenay area
 - Vale of White Horse Local Plan (VLP 2011)

DC5 – Access
DC6 - Landscaping
DC9 – Neighbouring amenity
NE9 – Lowland Vale

- Vale of White Horse Local Plan 2031 Part 1 (VLP1)

Core Policy 1 – Presumption in favour of sustainable development
Core Policy 33 – Sustainable Transport
Core Policy 42 – Flood Risk
Core Policy 44 - Landscape

35. The relevant emerging plan policies are:

- Draft Vale of White Horse Local Plan 2031 Part 2 (VLP2)

Development Policy 16 - Access
Development Policy 23- Impact of Development on Amenity
Development Policy 25- Noise Pollution

Comments of the Director for Planning and Place

Principle/Sustainable Development

36. The NPPF contains a presumption in favour of sustainable development, which is reflected in OMWCS policy C1 and Core Policy 1 of the VLP1. Sustainable development supports economic, social and environmental objectives and the NPPF states that these should be pursued in mutually supportive ways. This means that where development is acceptable in principle, it should be supported unless there are economic, social or environmental impacts that are unacceptable and cannot be overcome.
37. The application site falls partly within Appleford Sidings, which is a safeguarded rail depot under Policy M9 of the OMWCS. As such, it is necessary to ensure that the proposal would not prejudice or jeopardise the continued use of the sidings by creating incompatible uses nearby.
38. The development would operate alongside an existing aggregate bagging facility that is part rail-fed and thereby makes use of the safeguarded depot. The proposed development would complement, rather than conflict with, the existing development and therefore would not prejudice the continued use of the sidings. The co-location of facilities would provide economic benefit by reducing travel time and distance from depot to market and therefore supports the economic objective of sustainability.
39. However, it is relevant that the existing aggregate bagging operation is required by condition to cease should the rail depot no longer be used for the importation of minerals, on the basis that the acceptability of the proposal without the importation of aggregate by rail has not been

assessed. As the proposed development would be directly linked to the aggregate bagging plant, it is proposed that a similar condition is imposed on any planning permission granted that requires the development to cease in the event that the aggregate bagging plant is closed.

40. Subject to the recommended condition, the development is considered acceptable in principle, and economically sustainable. Consideration therefore needs to be given to the social and environmental impacts of the development, principally on traffic, amenity, drainage, and landscaping and, if no over-riding harm is identified, the development should be considered sustainable and permission should be granted.

Traffic

41. Saved Policy DC5 of the VLP2011 expects development to provide safe and convenient access to the highway network and to ensure that priority is given to pedestrians, cyclists, public transport and those with impaired mobility. Core Policy 33 of the VLP1 seeks to ensure that the impacts of new development on the strategic and local road network are minimised. Emerging Development Policy 16 of the VLP2 also aims to ensure access arrangements are adequate to service new developments.
42. Amongst other things, policy C10 of the OMWCS states that minerals and waste development will be expected to make provision for safe and suitable access to the advisory lorry routes shown on the Oxfordshire Lorry Route Maps. Saved policy SC3 of the OMWLP further states that planning permission will not be granted for development in the Sutton Courtenay area unless a routeing agreement has been secured to:
- a) Encourage heavy good traffic to use the Didcot Northern Perimeter Road;
 - b) Prevent heavy goods traffic from entering the villages of Sutton Courtenay, Appleford and Long Wittenham except for local access; and
 - c) Limit the use of Culham Bridge to heavy goods vehicles serving local markets in the eastern parts of Abingdon and eastwards along the A415.
43. The development would result in up to 6 additional HGV movements (3 in, 3 out) accessing the Sutton Courtenay minerals and waste complex per day. Sutton Courtenay Parish Council has objected to the application on transport grounds, stating that the increase in vehicle movements would be unacceptable and that local roads do not have the capacity to accept the additional movements.
44. However, the applicant has stated that the development would allow an overall reduction in HGV movements on local roads because it would enable combined loads of building materials and aggregate to be made up rather than two or more part-laden lorries making separate trips to the same end customer from multiple depots. Furthermore, the proposal has been assessed by the Transport Development Control Officer as not a

significant increase in traffic and as such there is no technical objection on highway grounds.

45. The aggregate bagging operation is subject to a routeing agreement that ensures all HGV traffic arising from the site uses the A4130 Didcot Perimeter Road rather than roads through local villages, which is consistent with other consents within the Sutton Courtenay minerals and Waste Complex. The applicant has stated that the proposed development would also comply with this routeing, and it is recommended that a supplemental routeing agreement is secured to ensure the routeing also applies to vehicles associated with the building materials hub if planning permission is granted.
46. Subject to the supplemental routeing agreement being secured, the proposal is considered to be in accordance with development plan policies relating to traffic and transport.

Visual Impact & Landscaping

47. Taken together, policies C8 of the OMWCS, DC6 and NE9 of the VLP 2011 and Core Policy 44 of the VLP1 seek to protect, respect and enhance local landscape character and visual amenity from the effects of new development. It is noted that the Vale of White Horse District Council has requested that consideration is given to securing additional landscape improvements through condition if planning permission is granted.
48. The development would involve the storage of materials in bags or on pallets on an area of existing hardstanding. It would be sited within an industrial area and immediately adjacent to the 7.5 metres high building used for aggregate bagging and its associated structures including hoppers and conveyor. Additionally, the development would be located within close proximity to other large buildings and structures including the asphalt plant, electricity pylons (43 metres high) and materials recovery building (12 metres high).
49. It is considered that in the context of other buildings and structures in the wider site, the storage of the additional material would have a negligible impact on visual amenity and the broader landscape character. Therefore, it is concluded that landscape improvements are not necessary to make the development acceptable in planning terms and therefore no landscape improvement conditions are recommended.
50. The proposal is considered to be in accordance with relevant policies on landscape, including C8 of the OMWCS, DC6 and NE9 of the VLP 2011 and Core Policy 44 of the VLP1

Amenity

51. Collectively, policies C5 of the OMWCS, DC9 of the VLP 2011 and emerging development policies 23 and 25 of the VLP2 aim to protect the

amenity of local residents from development, including from noise, dust, traffic, light pollution and air quality.

52. The development would operate alongside the existing aggregate bagging facility, which is located over 800 metres from the nearest residential properties and is subject to conditions that control the impact of the development on the local amenity, for example through limiting operating hours, noise, and a restriction on external lighting. The addition of the use of the hardstanding for the storage of building materials, as proposed, is unlikely to have any additional impact on neighbouring amenity above and beyond that associated with the existing uses on site however, for the avoidance of doubt, it is recommended that conditions are attached to any planning permission granted that replicate the amenity controls placed on the permission for the aggregate bagging plant operation.
53. Subject to conditions being imposed to protect amenity as suggested above, the proposal is considered to be in accordance with relevant policies protecting amenity set out above, including policies C5 of the OMWCS, DC9 of the VLP 2011 and 23 and 25 of the VLP2.

Drainage

54. It is noted that, whilst Network Rail has no objection in principle to the application, it has requested that suitable drainage is secured by condition if the matter has not been adequately addressed in the application documents. Core Policy 42 of the VLP1 aims to minimise the risk and impact of flooding through various means, therefore this is a material planning consideration.
55. The proposed development would not result in any physical alterations to the site nor any increase in areas of impermeable surface. As such, it is unlikely to result in any increased surface water run off or risk of flooding. The proposal is therefore considered to be in accordance with Core Policy 42 of the VLP1 and that no conditions relating to drainage are recommended for inclusion if planning permission is granted.

Conclusions

56. The proposed development is in accordance with relevant development plan policies relating to traffic, landscape, amenity and drainage. It would not prejudice the continued use of the safeguarded rail depot and would complement the uses currently undertaken on site. The development is considered to be sustainable and therefore planning permission should be granted without delay.

RECOMMENDATION

- 57. It is RECOMMENDED that subject to the applicant entering into a supplemental routeing agreement to ensure that all HGVs associated with the development adhere to the routeing agreement covering the site under planning permission no. MW.0054/17, that planning**

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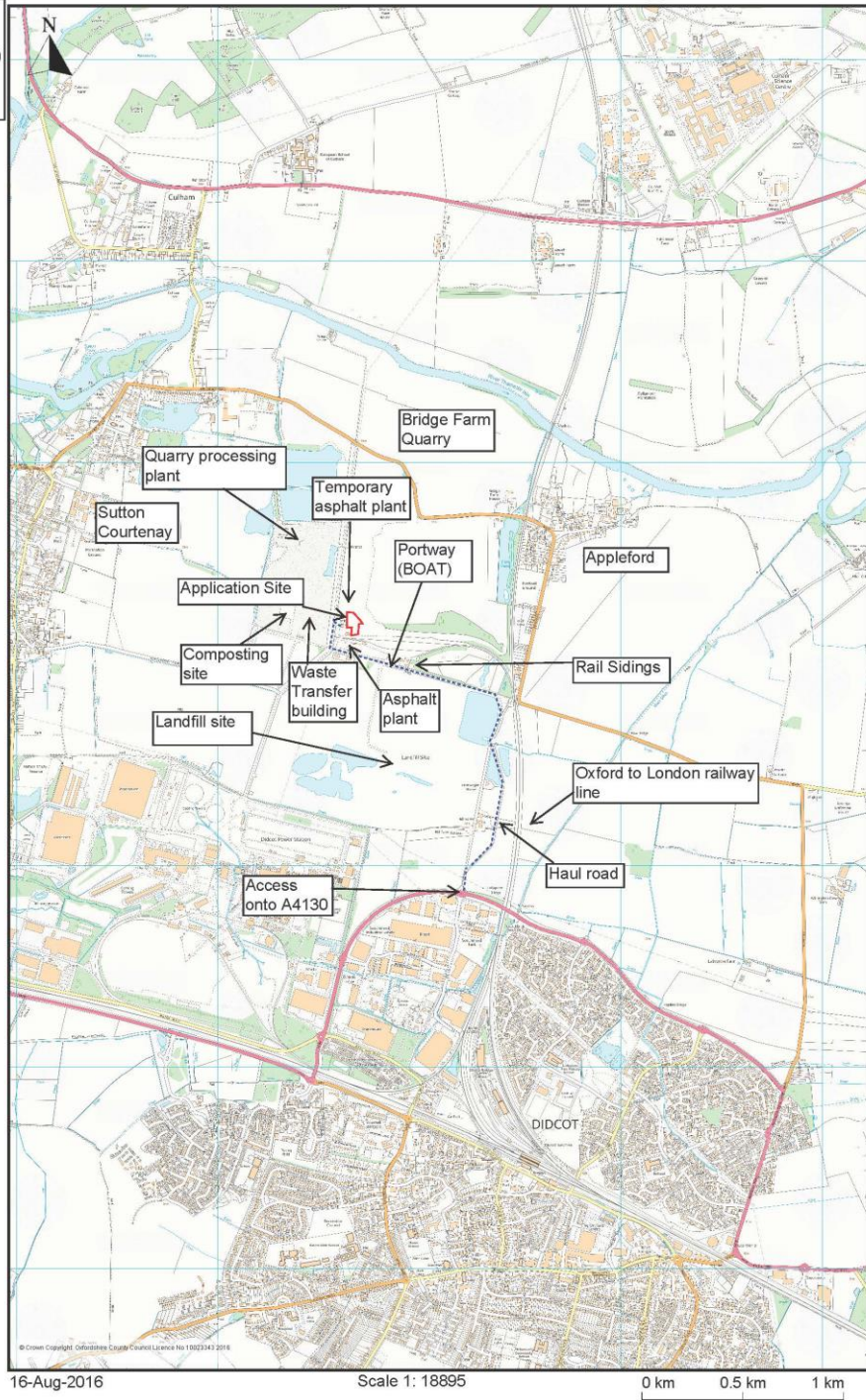
permission for application MW.0097/18 be approved subject to conditions set out in Annex 1 to this report.

SUE HALLIWELL

Director for Planning & Place

October 2018

Building
Materials Hub
Plan 1



Annex 1 – Heads of Conditions

1. Complete accordance with approved documents and plans
2. Commencement within three years
3. Operating hours as for consent MW.0054/17 – 7.00 to 18.00 Mondays to Fridays and 7.00 to 15.00 Saturdays with no workings on Sundays or Public/Bank Holidays.
4. No reversing beepers other than white noise
5. No mud or dust on highway
6. No external lighting other than that permitted pursuant to condition 6 of consent MW.0054/17
7. Noise limit of 54 dB LAeq 1hr at Hartwright House, Hill Farm and Appleford Crossing (measured 3.5m from building facades) as for consent MW.0054/17.
8. Complete accordance with dust scheme permitted pursuant to condition 8 of consent MW.0054/17
9. Cessation of use should the aggregate bagging plant cease to be used

Annex 2 - European Protected Species

The Local Planning Authority in exercising any of their functions, have a legal duty to have regard to the requirements of the Conservation of Species & Habitats Regulations 2010 which identifies 4 main offences for development affecting European Protected Species (EPS).

1. Deliberate capture or killing or injuring of an EPS
2. Deliberate taking or destroying of EPS eggs
3. Deliberate disturbance of a EPS including in particular any disturbance which is likely
 - a) to impair their ability –
 - i) to survive, to breed or reproduce, or to rear or nurture their young, or
 - ii) in the case of animals of a hibernating or migratory species, to hibernate or migrate; or
 - b) to affect significantly the local distribution or abundance of the species to which they belong.
4. Damage or destruction of an EPS breeding site or resting place.

The habitat on and around the proposed development site indicates that European Protected Species are unlikely to be present. Therefore no further consideration of the Conservation of Species & Habitats Regulations is necessary.

The recommendation:

European Protected Species are unlikely to be present. Therefore no further consideration of the Conservation of Species & Habitats Regulations is necessary.

Compliance with National Planning Policy Framework

In accordance with paragraph 38 of the NPPF Oxfordshire County Council take a positive and proactive approach to decision making focused on solutions and fostering the delivery of sustainable development. We work with applicants in a positive and proactive manner by;

- offering a pre-application advice service, and
- updating applicants and agents of any issues that may arise in the processing of their application and where possible suggesting solutions. For example in this case, further information was requested and provided in relation to traffic generation at the site.