

















NOTES

-  Chain Line and Stationing
-  Existing Lot Lines
-  Utility Lines (Water, Sewer, Gas, Electric)
-  Proposed Lot Lines
-  Proposed Building Footprints
-  Proposed Driveways
-  Proposed Walkways
-  Proposed Landscaping (Trees, Shrubs)
-  Proposed Paved Areas
-  Proposed Gravel Areas
-  Proposed Concrete Areas
-  Proposed Asphalt Areas
-  Proposed Grass Areas
-  Proposed Mulch Areas
-  Proposed Rock Areas
-  Proposed Water Features

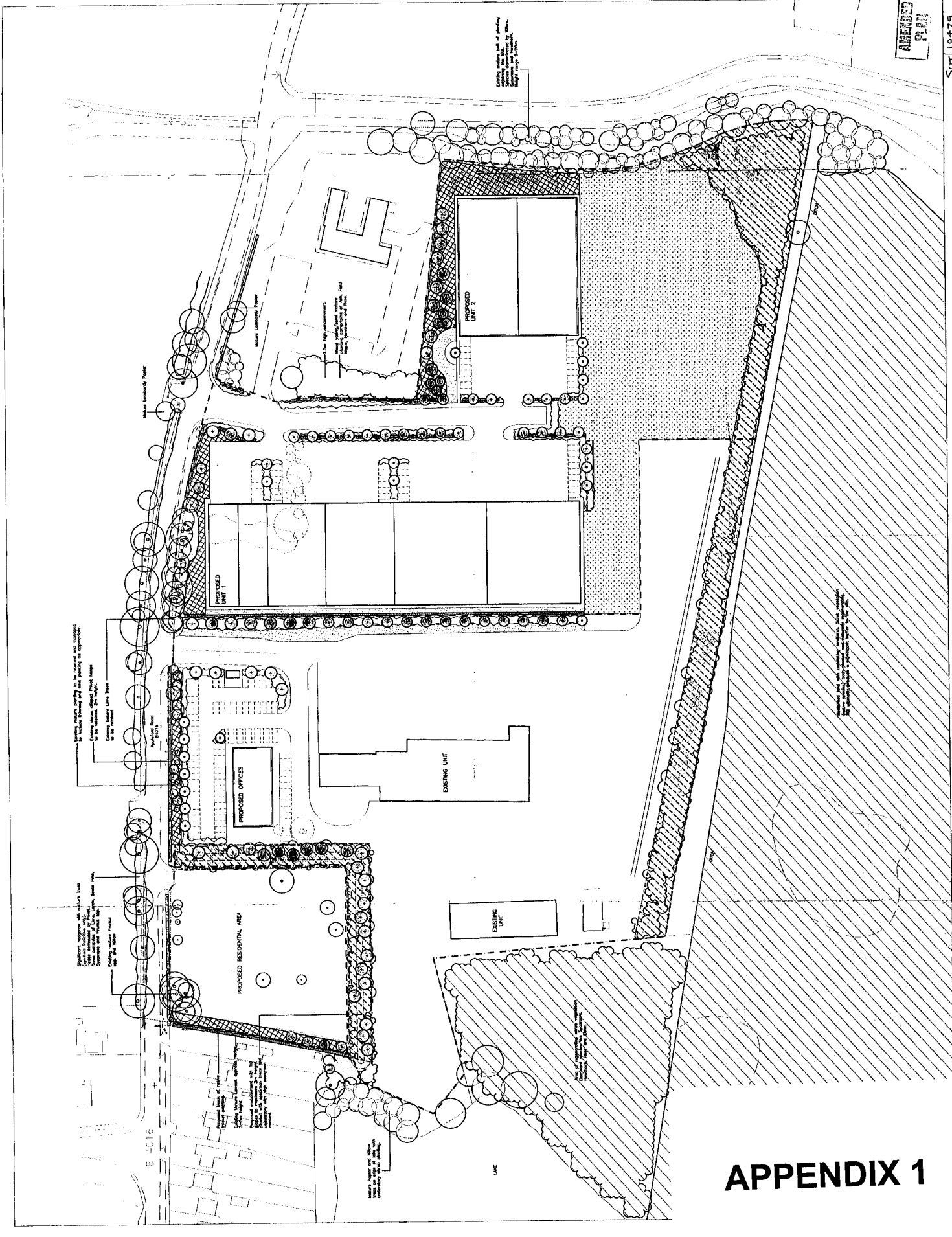


SCALE 1" = 20' (SEE PLAN)

PROJECT: APPLERD ROAD SUTTON COURTYARD
 CLIENT: ROSEGROUND DEVELOPMENTS
 DATE: 19/07/2004
 DRAWN BY: [Name]
 CHECKED BY: [Name]
 APPROVED BY: [Name]
 PROJECT NO: 03
 SHEET NO: 03
 SHEET TOTAL: 03

AMENDED PLAN

SUT 19479



APPENDIX 1

SUT119479

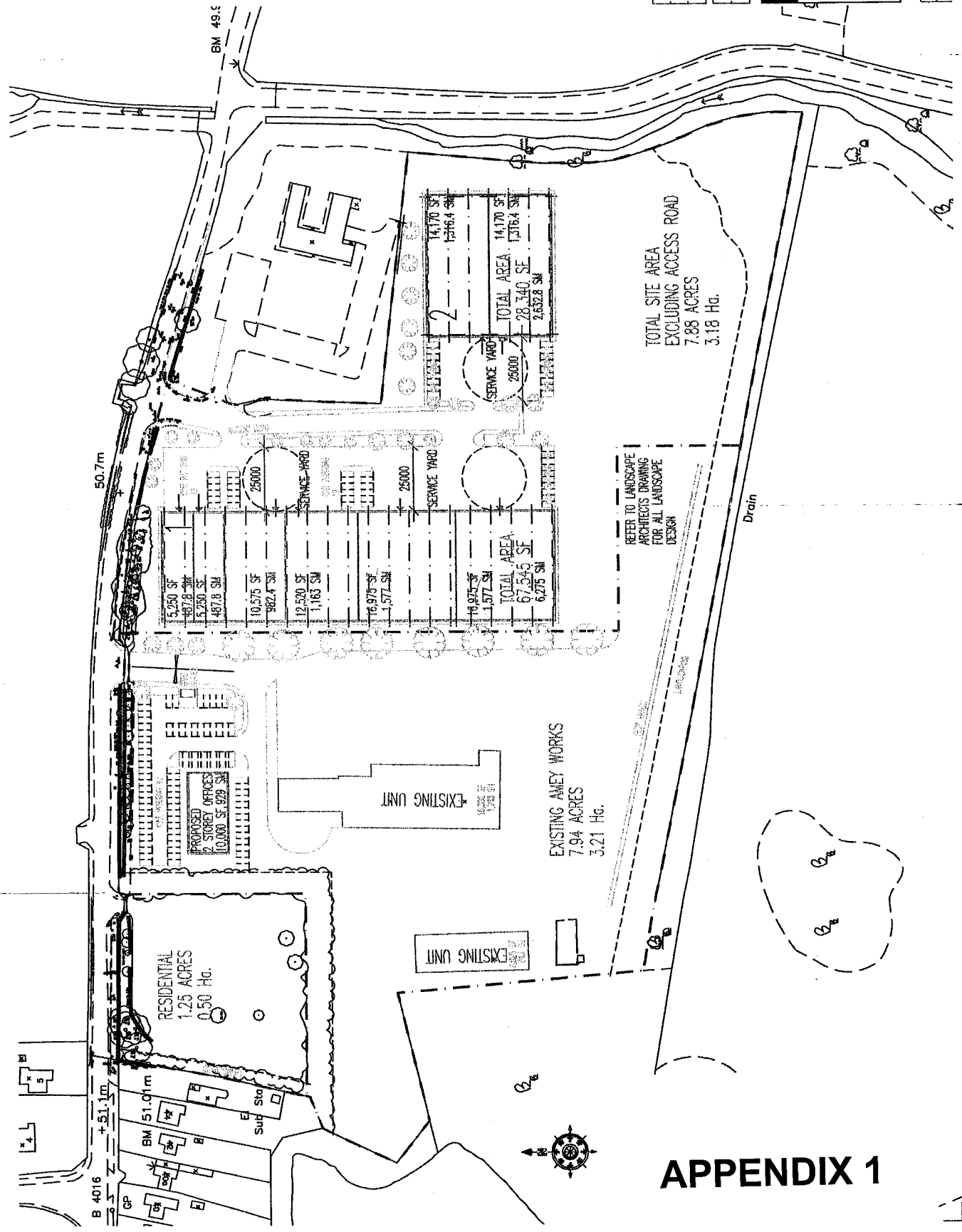
AMENDED
 PLAN

OUT OF THE DISTRICT COUNCIL
 INTO A NEW
 CORPORATE POLICE
 SERVICES

PROPOSED DEVELOPMENT
 APPLEFORD ROAD
 SUTTON COURTHAY
 SITE LAYOUT

ROSEMOUND
 Rosemund Developments Limited
 Cornhill House, Blythe Valley Park,
 Southall, West Midlands B90 6AF
 Telephone 0121 506 8100 Fax 0121 506 810
 info@rosemound.co.uk
 www.rosemound.co.uk
 Rosemund is a joint venture company with
 HANSON GROUP

19/04/2010
 11:00
 02059 : 041



APPENDIX 1



APPENDIX 1

3.0 THE APPLICATION PROPOSAL

- 3.1 Amey has been present on the site for a significant period of time, but over the last few years has streamlined its business practices. As such, the level of accommodation required has reduced and much of the existing floorspace is now surplus to requirements, with much of the office staff having been relocated to Oxford. Amey are therefore seeking to improve the working environment for its retained staff through improved accommodation and facilities, as well as to provide a more efficient operational centre for the company. Rosemound Developments Limited, as the freehold owner of the site, has considered a number of options and agreement has been reached with Amey to retain their operations on site through a combination of retained and new purpose-built accommodation. This rationalisation and consolidation of Amey's operations will mean approximately half the application site will become vacant.
- 3.2 Rosemound Developments Limited are keen to improve the quality and appearance of the existing site, by providing improved accommodation and facilities for its existing tenant, as well as seeking to make better use of the remainder of the existing site. Extensive pre-application discussions have therefore taken place with both the District Council and County Highways Authority over the past two years to consider the possible redevelopment options that would be appropriate at the application site in view of its existing lawful use, proximity to the existing village, possible highway improvements and the potential for visual and landscape enhancements.
- 3.3 Following the meeting with the District and County Councils on 15th June 2005, a number of key issues were identified that have influenced the options for redevelopment. As an existing employment site, it was acknowledged that redevelopment would be acceptable in principle, provided it would be no less sustainable than the existing situation. The types and scale of new business use therefore need to ensure that they do not have a greater impact on issues of acknowledged importance in terms of traffic generation, impact on the landscape and the effect on the local economy. These factors need to be weighed against the existing lawful use of the site that provides the baseline new proposals should be considered against. At the same time, the applicant also needs to ensure that the preferred

scheme is commercially viable and offers an attractive location for new business and investment.

- 3.4 Following further detailed discussions, the option agreed with officers of the District and County Councils is one which incorporates a primarily employment related redevelopment on the eastern part of the application site, retention and rationalisation of Amey within the central part of the site, and a small element of residential development to the north western corner of the application site, adjacent to the existing residential development fronting Appleford Road. This balance of uses was considered by the District and County Council to represent the most suitable development form when considering the issues identified above.
- 3.5 Although this is an outline planning application, the applicant is seeking to secure a level of detail at this stage and relevant information therefore accompanies this application. The means of access to the site is a matter for approval at this stage, as detailed on the proposed layout plan. The western entrance is proposed to serve the small-scale residential element, the central entrance will be retained to solely serve Amey and the western entrance will provide a shared access, continuing to serve both the adjacent existing office development, as well as the new commercial buildings proposed to the north eastern sector of the application site.
- 3.6 As shown on the enclosed site layout plan Drawing No. 02059:40, Amey are proposed to be retained within the centre of the application site, where the majority of its permanent buildings are located. The site area covered by Amey will therefore be reduced from 6.79 to about 3.21 hectares, which equates to approximately 47% of the total site area. As indicated on the proposed layout plan, two of the existing storage and maintenance buildings will be retained, amounting to 2,436 square metres, with the removal of all other storage and workshop buildings.
- 3.7 In addition, the 4,900 square metres of existing office floorspace is also to be demolished and replaced with a new purpose-built two storey office building for Amey of approximately 930 square metres. 82 car parking spaces are also to be provided within the northern part of their retained site, reducing the existing lawful provision from 190 spaces. The siting of

the new offices is also a matter for approval, as shown on the proposed layout plan. Amey will retain a reduced open storage area to the south of the site, as indicated on the proposed layout plan, which incorporates their existing track testing facility.

- 3.8 All details other than the means of access for the proposed small-scale residential element to the north west corner of the site are reserved for subsequent approval at this stage, but it is proposed to provide a significant landscape buffer between the proposed new housing and the adjacent Amey site. Illustrative details of this proposed landscape buffer are shown within Barry Chinn Associates Landscape Strategy and accompanying Landscape Masterplan.
- 3.9 The third element of the proposal involves the development of approximately 9,360 square metres of Class B8 business floorspace, as shown on the proposed layout plan. The type of business use proposed has been selected following agreement with the County Highways, taking account of the traffic generation by the existing lawful use, and is fully detailed within the accompanying Transport Statement. The use has also been determined following market agency advice from Kemp and Kemp, who have experience of the Oxfordshire property market. Their accompanying market agency report considers the prospects of letting Class B1 space at this site and concludes with reference to a number of examples, that local demand for Class B1 is poor and the take up slow. It therefore considers it unadvisable to undertake Class B1 development at the application site, other than as an ancillary element to other Class B employment uses.
- 3.10 The Class B8 accommodation is to be served by the existing western access point via a new improved internal access road. Siting of the proposed buildings is also a matter for approval at this stage, along with the means of access, as indicated on the proposed layout plan. It is likely that the buildings will provide flexibility for a mix of small and medium sized units, depending on market demand.
- 3.11 The accompanying Landscape Statement and Illustrative Landscape Masterplan indicates a significant level of proposed structural landscaping throughout the application site, with particular emphasis on strengthening the boundary treatment of the site, especially along the south, east and north boundaries, as well as proposing additional landscaping within

the site. The scheme will also incorporate a landscape buffer between the retained Amey site and the proposed small-scale residential element in order to protect future residential amenity.

5.0 MERITS OF THE PROPOSED DEVELOPMENT

Principle of Redevelopment

5.1 Although the site is not allocated in the adopted Local Plan, it is identified as an existing large business site under Policy E13 of the Draft Local Plan, which seeks to retain employment uses on the site, subject to a number of provisions. Planning officers have acknowledged in discussions that the site should have been identified or allocated as such in the adopted Plan, and have confirmed that any proposals for the site would be considered in accordance with draft Policy E13, which now has weight due to the advanced stage of the Local Plan Review. The principle of redeveloping this site for employment uses is therefore acceptable, subject to the type and intensity of those uses and the traffic generation resulting from any redevelopment.

5.2 We have demonstrated above that the employment redevelopment proposals accord with the four main provisions of draft Policy E13, as follows:

- (i) Fewer vehicle movements to and from the site would result from the proposed development;
- (ii) There would be no adverse effect on the character of the area and any visual impacts will be mitigated through the use of landscape planting and screening; indeed, redevelopment of the site would present opportunities for visual landscape enhancements;
- (iii) Redevelopment would secure existing and provide additional employment opportunities on the site and therefore contribute to the local economy; and
- (iv) There would be opportunities to access the site by sustainable modes of transport.

5.3 In terms of the residential element of the proposal, Policy H5 of the adopted Local Plan permits minor residential development on the outer edge of Sutton Courtenay, subject to the various criteria. We have demonstrated above that the proposal is capable of satisfying this criteria as follows:

- (i) Will be an appropriate scale in relation to the size of the village;
- (ii) Will be visually and physically well contained by existing development; and
- (iii) Is capable of being designed and laid out in a manner which is appropriate to the form and character of the village.

5.4 We therefore consider that in the particular circumstances of this site, the principle of a primarily employment-related redevelopment, incorporating a small-scale element of new housing, is in accordance with the adopted and emerging Local Plans.

Traffic Generation

5.5 A Traffic Statement has been prepared by Walker Engineering to consider the traffic implications of the proposed redevelopment of the site to include the consolidation of activities by Amey, new Class B8 employment floorspace and limited housing development. This confirms:

- In overall terms, the traffic generated by the proposed use will be lower than that generated by the existing lawful use of the site;
- Following development, key routes will experience significant reductions in congestion, resulting from the lower volumes of traffic emanating from the site; and
- In conjunction with a Routing Plan, new HGV traffic generated by the redevelopment will be restricted from passing through Sutton Courtenay, thereby benefiting the amenity of the village and its residents.

- 5.6 On this basis, it is considered that the traffic flows expected as a result of the proposed development will be able to be satisfactorily accommodated on the adjacent highway network. Therefore, in respect of traffic generation, the proposed redevelopment would be more sustainable than the existing lawful use.

Employment and Economy

- 5.7 In addition to the employment provided by Amey, the new employment floorspace proposed to the eastern half of the site will generate additional employment opportunities. It is estimated that the number of new jobs associated with storage and distribution would provide approximately 100 jobs, based on English Partnerships 2001 worker density rates for Class B8 floor space. This will maintain a similar level of employment on the site to that which existed prior to Amey's rationalisation and provide jobs for the local area and benefit the local economy.

Landscape, Visual Amenity and Ecology

- 5.8 The site is reasonably screened by existing trees and hedgerows to most boundaries of the site, although the southern boundary is relatively sparse, permitting views into the site from the south, where a public footpath runs in an east-west direction.
- 5.9 A Landscape Strategy and Illustrative Landscape Masterplan prepared by Barry Chin Associates, which accompanies this application, assesses the current planting and screening around the site and the landscape and visual impact of the proposed development in relation to the existing development on site.
- 5.10 Significant areas of strategic landscape planting are proposed by the Landscape Strategy to improve the level of screening and further help mitigate any visual impact on the surrounding area, as well as assisting in improving the quality of the local landscape which is designated as Area of Landscape Enhancement.

- 5.11 Indigenous tree species are proposed, which also offers the opportunity to create new wildlife habitats to increase the biodiversity of the area, with particular benefit to the local water vole population.

Sustainability

- 5.12 The proposed redevelopment of the Amey site would make efficient use of an underused brownfield site, providing new employment floorspace to the benefit of the local economy. New housing, to include an element of affordable housing, will also assist in meeting local housing needs and provide the opportunity for new employees to locate close to their place of work, thereby creating a more sustainable pattern of development. The application site is also located adjacent to a relatively sustainable village with a good range of local facilities and services, and is accessible to a fairly regular bus service to nearby towns and Oxford.

Contamination

- 5.13 Following a request to the Local Planning Authority for a Screening Opinion, a pre-application response by the Environment Agency dated 10th January 2006 suggested that on the basis that past uses of the site may have resulted in land contamination, a minimum of a desk top study and quantitative risk assessment should be carried out. The application is therefore accompanied by a desk stop appraisal prepared by Crossfield Consulting Ltd.
- 5.14 The desk top appraisal considers the three separate elements of the proposal in turn to identify any possible constraints to development with regard to ground conditions. The report concludes that the proposed development should not be constrained by issues relating to contaminated land and soil gases and that there should be no requirement for specific remedial works. However, additional supplementary ground investigation work is recommended within each of the three areas of the site.
- 5.15 The appraisal also comments that with regard to the commercial developments, the use of low permeability membranes below the floor slabs of the proposed Class B8 units is recommended, together with appropriate foundations. Within the retained Amey site, it is also recommended that conventional foundations for the proposed new offices would not

be appropriate and alternative solutions are suggested. The residential development will require the import of topsoil into gardens areas, although it may be possible to utilise conventional shallow strip foundations, subject to clarification from additional ground investigations.

5.16 It is therefore concluded that there are no constraints with regard to ground conditions which would prevent the redevelopment of the site, subject to additional supplementary ground investigations and the employment of appropriate foundation and other preventative measures.

5.17 Finally, it is envisaged that the site will be redeveloped in phases, with the residential element of the site likely to be developed first to assist the later development of the commercial element, whilst permitting Amey to continue their operations within the central section of the site without major disruption, subject to the development of replacement office accommodation. It is therefore suggested that a phased approach to ground investigation and remediation is adopted in this case, in agreement with the Local Planning Authority and Environment Agency.

Flood Risk and Drainage

5.18 The Environment Agency's letter of the 10th January 2006 also suggested that this planning application should also be accompanied by a Flood Risk Assessment (FRA), with regard to the generation of surface water run-off. The application is therefore also accompanied by a FRA, prepared by The Sprigg Little Partnership.

5.19 The FRA concludes that the development will not lead to an increase in surface water run-off which will have an effect on flooding either upstream or down stream. It also concludes that there will be no water migration due to the proposed surface water run-off proposals. We therefore conclude that there will be no risk of flooding as a result of the proposed development.

Environmental Impact Assessment

- 5.20 The proposed redevelopment of the site falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 by virtue of it being an “urban infrastructure project” on a site that is greater than 0.5ha. As such, a formal request for a screening opinion in respect of the proposed development was submitted to the Council on 1st December 2005 under Section 5 of the Regulations.
- 5.21 The Local Planning Authority confirmed in their Screening Opinion dated 7th February 2006, enclosed as **Appendix 2**, that the proposed development would not require an Environmental Impact Assessment.

6.0 SUMMARY

- 6.1 The site has been occupied by Amey for more than 30 years with uses including Class B1 offices, associated industrial and storage uses (Classes B2 and B8) and areas of open storage. Amey is now looking to consolidate and rationalise its presence on the site. This application therefore seeks outline planning permission for the redevelopment of the site to provide new offices, retained workshops and reduced open storage area for Amey, up to 9,360 square metres of Class B8 floorspace and approximately 15 dwellings.
- 6.2 The proposed development is considered acceptable for the following reasons:
- (i) The redevelopment of the site for employment redevelopment is acceptable in principle in accordance with Policy E13 of the draft Local Plan, which specifically permits the redevelopment of the Amey site if the resultant overall use of the site as a whole can be demonstrated to be at least as sustainable as the existing use;
 - (ii) The redevelopment of part of the site lying on the outside edge of the settlement for limited residential development is acceptable in principle in accordance with Policy H5 of the adopted Local Plan;
 - (iii) The provision of a mixed use development incorporating the retention of Amey on part of the site, together with new Class B8 storage and distribution uses and limited housing would generate fewer vehicle movements compared with existing lawful use of the site. New HGV traffic can be restricted from passing through the village, thereby benefiting the amenity of the Sutton Courtenay and its residents, and the accompanying Traffic Statement also demonstrates that the overall traffic flows expected as a result of the proposed development could be satisfactorily accommodated on the adjacent highway network;
 - (iv) The proposed redevelopment is likely to generate approximately 100 additional jobs (based on English Partnerships 2001 worker density rates) alongside those retained

by the continuing presence of Amey, thereby providing new jobs for the local area to the benefit of the local economy;

- (v) The proposed development offers the opportunity to provide strategic landscape planting, which is proposed as an integral part of the scheme. This would improve the level of screening, mitigating any adverse visual impact on the surrounding area, assist in enhancing the local landscape which is designated as an Area of Landscape Enhancement and increase the biodiversity of the site, particularly benefiting the local water vole population;
 - (vi) There will be no constraints to development with regard to contamination or ground conditions, subject to additional supplementary ground investigations and the employment of appropriate foundation and other preventative measures; and
 - (vii) The proposals will not give rise to increased risk of flooding as a result of the development with regard to surface water run-off.
- 6.3 The redevelopment proposals for the site represent a form of development that is as sustainable as the existing development and will provide additional employment opportunities for the local economy, limited housing to help meet local housing needs and enhancement of the local landscape.
- 6.4 Accordingly, for the reasons set out above, we consider that the proposed redevelopment of the site would accord with the policies of the development plan and those of the emerging Local Plan. As such we consider that planning permission should be granted for this proposal.

Certificate of Lawful Use or Development

The ^(a) VALE OF WHITE HORSE DISTRICT Council

hereby certify that on ^(b) the 16th day of February 1993

the ~~uses~~ ^(c) described in the First Schedule hereto in respect of the land specified in the Second Schedule hereto and [edged] ~~traced~~ ^(c) pink on the plan attached to this Certificate, ~~was/would be~~ were lawful within the meaning of section 191 of the Town and Country Planning Act 1990 (as amended) for the following reason[s]

No Enforcement action may be taken in respect of them because the time for Enforcement action has expired in the case of those uses which do not have the benefit of an express grant of planning permission

(For the avoidance of doubt, the Certificate relates to a single planning unit on the said land)

Signed *D.M. Doyle*
authorised officer

On behalf of ^(a) Vale of White Horse District Council

Date 27th October 1993

Delete any words in square brackets which do not apply

FIRST SCHEDULE (d)

See attached Rider

APPENDIX 3

- (a) Insert name of Council
 - (b) Insert date of application to Council
 - (c) Insert colour used on plan
 - (d) Full description of use, operations or other matter, if necessary by reference to details in the application or submitted plans, including a reference to the use class, if any, of the Use Classes Order within which the certificated use falls
- CONTINUED OVERLEAF

SECOND SCHEDULE (e)

Amey Holdings Premises, Sutton Courtenay, Abingdon, Oxfordshire, OX14 4PP

Notes:

- 1 This certificate is issued solely for the purpose of section [191] [192] of the Town and Country Planning Act 1990 (as amended).
- 2 It certifies that the [use] [operations] [matter] specified in the First Schedule taking place on the land described in the Second Schedule [was] [would have been] lawful on the specified date and, thus, [was not] [would not have been] liable to enforcement action under section 172 of the 1990 Act on that date.
- 3 This certificate applies only to the extent of the [use] [operations] [matter] described in the First Schedule and to the land specified in the Second Schedule and identified on the attached plan. Any [use] [operations] [matter] which is materially different from that described or which relates to other land may render the owner or occupier liable to enforcement action.
- 4 The effect of the certificate is also qualified by the proviso in section 192(4) of the 1990 Act, as amended, which states that the lawfulness of a described use or operation is only conclusively presumed where there has been no material change, before the use is instituted or the operations begun, in any of the matters relevant to determining such lawfu'

Delete any words in square brackets which do not apply

(e) Insert address or location of the site

APPENDIX 3

RIDER

SCHEDULE OF USES

A. THE USES: MIXED USES FOR OFFICE USE AND DEPOT

1. The land and buildings coloured yellow on the plan, (with the exception of building B4 which has a temporary consent) - used as offices (B1 Use Class) with ancillary parking
2. The land edged purple - used as a depot, with the buildings coloured brown, blue and green used for industrial and storage purposes incidental and ancillary thereto

B. THE DISPOSITION OF THE USES AT THE DATE OF THIS CERTIFICATE

1. Open storage on the land edged purple
2. Workshops in the buildings coloured blue, except building D6
3. Storage in the building D6 coloured blue, in the building D3 coloured brown, and the Buildings D7 an F2 coloured green.

THE INTENSITY OF THE USES

1. Transport

The following vehicles and trailers are based at Sutton Courtenay on a permanent basis, but obviously travel out from here to sites round the country.

<u>Description</u>	<u>Quantity</u>	<u>Tonnage</u>
Tractor Units	4	38 tonne each
Flat bed trailers	4	40 feet long
Tipper Lorries	6	13 tonnes each
Low loader trailers	3	
Flat bed lorries	2	7.5 tonnes

In addition to the above, on an average weekday throughout the year there are up to 190 passenger cars and light vans parked on the whole site, not just the purple area.

2. Contracting machinery

The following machinery is stored periodically on the site when they are not out on contracts elsewhere.

<u>Description</u>	<u>Winter Quantity</u>	<u>Summer Quantity</u>	<u>Comments</u>
Asphalt Plants	3	1	A single plant consists of 19 No. 40 foot articulated trailer loads.
Concrete Plants	8	5	A single plant consists of 9 No. 40 foot articulated trailer loads.
Concrete Pavers	4	2	A single unit consists of 5 No. 40 foot articulated trailer loads.
Asphalt Pavers	18/20	5/8	
Rollers	25/30	8/10	
Chiping Machines	15/18	5/8	
Crawler Cranes	4	1	
Mobile Cranes	1	1	permanent yard usage
Fork Lifts	2	2	permanent yard usage
Loading Shovel	1	1	permanent yard usage
Compressors Mobile	8	4	
Tool Trailers	15	5	
Concrete Road Forms	5000M2	2500M2	Area shown is square metres for storage of 2000 road forms.

3. Site Office Accommodation and Containers

Temporary or separate office units are stored on the site when not in use out on contract. Each unit averages 8 metres long and 3 metres wide and the Company own in excess of 400 units.

Winter quantity

Summer quantity

up to 150 units on site

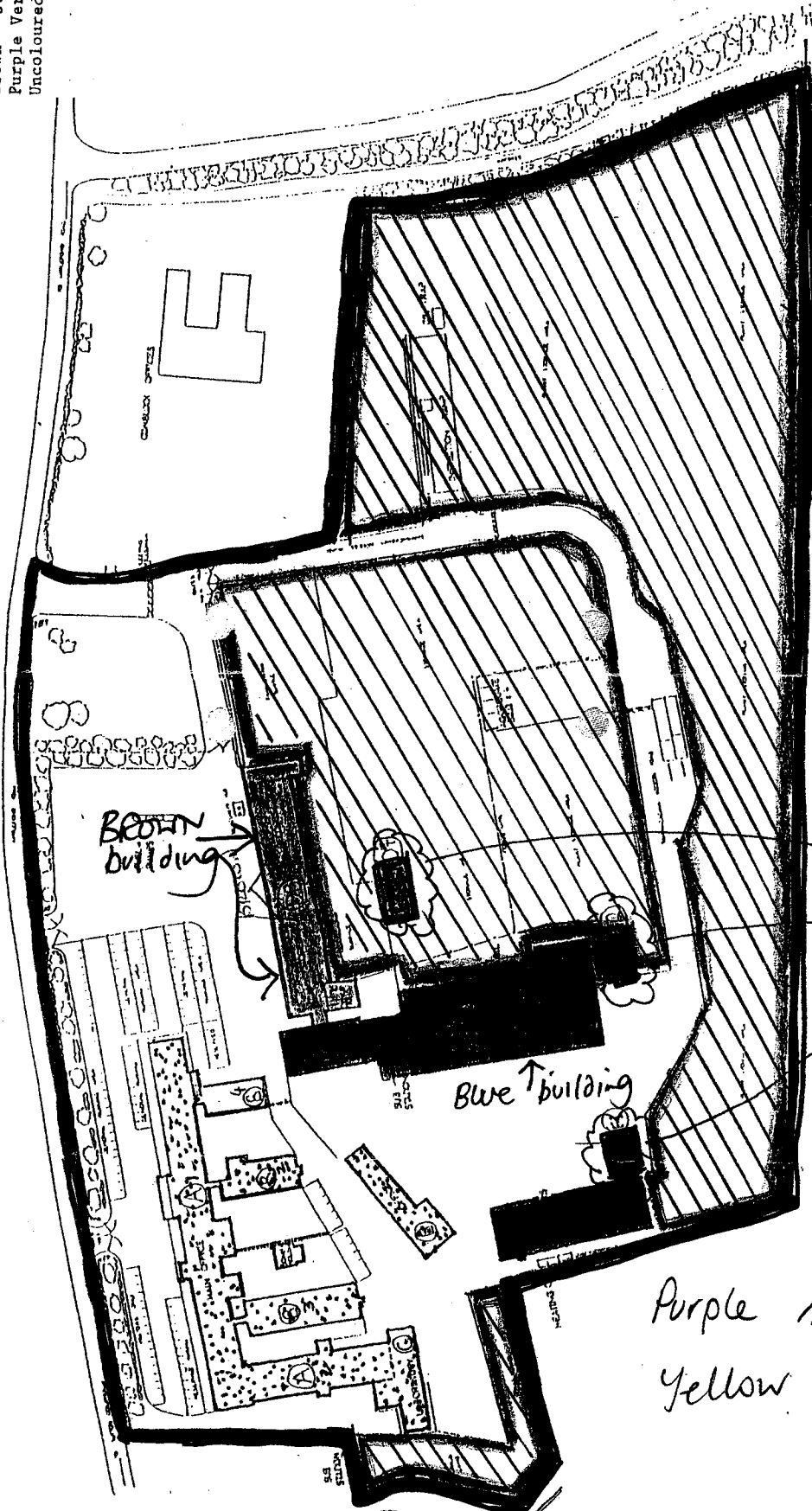
up to 80 units on site

In addition approximately 12 caravans may be stored on the site in various locations. These are only stored when not in use out on site offices. They are never occupied whilst on the Sutton Courtenay site.

Premises at Appleford Road Sutton Courtenay

KEY

- Red Verge - Site bound
- Yellow - Offices B1
- Blue - General Industrial B2.
- Green - Buildings over 10 year with no formal consent.
- Brown - Storage B8.
- Purple Verge - Open storage B8
- Uncoloured - Roadway, vehicle parking landscaping, etc.



SUT | 616 | 34

Green buildings

Blue building

BROWN building

Purple

Yellow

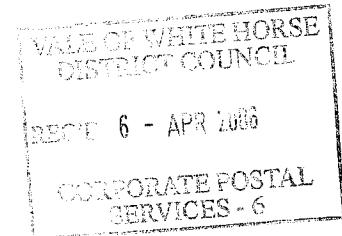
Sutton Courtenay Parish Council

Clerk: Mrs. L. A. Martin B.A.

Telephone/Fax: Frilford Heath
(01865 391833)

Orchard House,
90 Howard Cornish Road,
Marcham, Abingdon,
Oxfordshire OX13 6PU

Mrs. G. Le Cointe,
Planning Services,
Vale of White Horse District Council,
Abbey House,
Abingdon,
Oxon.
OX14 3JN



5th April, 2006

Dear Mrs. Le Cointe,

**SUT/19470 - Mixed Use redevelopment comprising 9360 sq.m. of B8 storage, 930 sq.m of B1 office, 2,436 sq.m. of retained workshop/storage together with new residential development, and associated car parking and landscaping.
Amey Construction Group Ltd, Appleford Road
For: Barton Willmore Planning**

The Parish Council would comment on the above application as follows:

- a) **Housing:** Access to the B4016 should be moved as far as possible from the Appleford Road/Abingdon Road junction. Visibility emerging from Abingdon Road is poor. Additional vehicle movements close to this junction would only add to the dangers. The site should be adequately screened and protected from any adjacent "industrial" use. The site is also a very sensitive site owing to the fact that it is adjacent to the millennium common which is a nature and conservation area.
- b) **Offices:** 82 parking spaces appear excessive and over twice the number recommended by planning requirements for the size of the building. The Parish Council would be grateful to receive an explanation as to why so many parking spaces have been provided. It very much hopes that additional offices in the future are not going to be built. The Parish Council is concerned that no breakdown of floorspace has been provided for any given use. Again adequate screening should be provided owing to the proximity of the millennium common wildlife site and adjacent housing.
- c) **Commercial vehicles:** A substantial number of vehicle movements would be generated through the day. There is the need to protect the village of Sutton Courtenay and that of Appleford from commercial vehicles. Routing agreements will be required. The Parish Council would seek conditions to ensure that any routing agreements are effectively monitored. The Parish Council has

APPENDIX 4

noted that only 56 commercial vehicle parking spaces have been provided which seems inconsistent with the large scale commercial activity envisaged. There appears to be planned a large operation from the site and this will necessitate restrictions on operating hours, the use of reversing beepers and lighting in order to protect the neighbouring properties and millennium common.

In general the Parish Council would ask that any developer funding should be used to improve the immediate locality and traffic flows within the area. It would also ask that some be used for the long term monitoring of the traffic movements from the site. The Council would also query the assumptions made in the data submitted with the application and wondered how the base line had been created. It is very difficult to understand why, with such a large development, the statistics show a reduction in traffic through the village.

Yours sincerely,



L.A. Martin
Clerk to the Council