

Phil Norrey Chief Executive

To:

The Chairman and Members of the Development Management

Committee

County Hall Topsham Road Exeter Devon

EX2 4QD

(See below)

Your ref : Date : 21 February 2017
Our ref : Please ask for : Gerry Rufolo

Email: 01392 382299

### **DEVELOPMENT MANAGEMENT COMMITTEE**

Wednesday, 1st March, 2017

A meeting of the Development Management Committee is to be held on the above date at 2.00 pm in the Committee Suite - County Hall to consider the following matters.

P NORREY Chief Executive

### <u>A G E N D A</u>

### **PART 1 - OPEN COMMITTEE**

- 1 Apologies for Absence
- 2 Minutes

Minutes of the Meeting held on 25 January 2017 (previously circulated)

3 <u>Items Requiring Urgent Attention</u>

Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.

#### **MATTERS FOR DECISION**

County Matter: Waste: North Devon District: Renewal of consent reference 57165 for permanent change of use for a waste materials reclamation facility and change of use of an adjacent existing mixed Class B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) building to a waste reclamation facility to include an area outside for the storage of empty skips at the former Evans Transport Ltd, Anchor Mill Buildings, Braunton Road, Barnstaple. (Pages 1 - 12)

Report of the Head of Planning, Transportation and Environment (PTE/17/12) attached

Electoral Divisions(s): Barnstaple North

County Matter: Waste: North Devon District: Application for a Waste Transfer Station including waste transfer hall, single storey weigh bridge office and welfare facilities building, hardstanding including staff parking and external weigh bridge, internal access road, new access from the highway, drainage, lighting and landscaping at land to the west of Brynsworthy Environment Centre, Brynsworthy, Roundswell, Barnstaple.

The Head of Planning, Transportation and Environment to report the receipt of the above planning application and it is considered appropriate for Members to visit the site prior to the determination of the application.

Recommendation: That Members visit the site in advance of consideration of a report to be made to the 5th April Development Management Committee.

Electoral Divisions(s): Fremington Rural

6 County Matter: Waste: Torridge District: Application for an extension of the lifetime of the existing non-hazardous and asbestos waste landfill, recycling facility and green waste composting until the 31st December 2024 at Deep Moor Waste Management Facility, High Bullen, Torrington

The Head of Planning, Transportation and Environment to report the receipt of a planning application to extend the life of landfill operations at Deep Moor Waste Management Facility. A previous application for the provision of a Waste Transfer Station and extension to the life of the landfill was refused by Members of the Development Management Committee at its meeting on 25 January 2017 (minute \*39 refers). The current application relates only to the extension of the life of the landfill and taking into account the concerns raised by Members in considering the previous application it is considered that it would be appropriate for Members to visit the site prior to the determination of the new application

Recommendation: that Members visit the site in advance of consideration of a report to be made to the 5 April 2017 Development Management Committee.

Electoral Divisions(s): Torrington Rural

County Matter: Minerals: Teignbridge District: Cross boundary planning application for the extension to the existing Linhay Hill Quarry for the winning and working of minerals, with the development within Devon being the closure and removal of the junction of Alston Lane onto the A38, Land at and adjacent to Linhay Hill Quarry, Ashburton (Pages 13 - 26)

Report of the Head of Planning, Transportation and Environment (PTE/17/13) attached

Electoral Divisions(s): Ashburton & Buckfastleigh

#### **OTHER MATTERS**

8 <u>Delegated Actions - Schedule (to include ROMPs Actions) and Summary Schedule</u> (Pages 27 - 28)

Report of the Head of Planning, Transportation and Environment (PTE/17/14) attached

Electoral Divisions(s): All Divisions

### PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC

Nil

MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER

#### Membership

Councillors J Brook (Chairman), P Bowden (Vice-Chair), A Dewhirst, P Diviani, A Eastman, G Gribble, R Hannaford, J Hawkins, R Hosking, R Julian, E Morse, P Sanders, R Vint, E Wragg and J Yabsley

#### **Declaration of Interests**

Members are reminded that they must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.

#### **Access to Information**

Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact Gerry Rufolo.

Agenda and minutes of the Committee are published on the Council's Website.

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In addition, anyone wishing to film part or all of the proceedings may do so unless the press and public are excluded for that part of the meeting or there is good reason not to do so, as directed by the Chairman. Any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chairman or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.

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#### **Public Participation**

Any member of the public resident in the administrative area of the County of Devon may make a presentation to the Committee on a planning application being considered by the Committee, or any consultation on a proposal by a Government Department (but not when the County Council is consulted on a proposal by a District Council) or a Review of Old Minerals Permissions applications.

Any request to make a presentation must be given to the Office of the Chief Executive's Directorate by 12 noon on the third working day before the date of the meeting. For further information please contact Exeter 01392 382299.

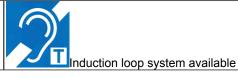
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#### PTE/17/12

Development Management Committee 1 March 2017

**County Matter: Waste** 

North Devon District: Renewal of consent reference 57165 for permanent change of use for a waste materials reclamation facility and change of use of an adjacent existing mixed Class B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) building to a waste reclamation facility to include an area outside for the storage of empty skips at the former Evans Transport Ltd, Anchor Mill Buildings,

**Braunton Road, Barnstaple** 

**Applicant: Newbery Recycling Ltd** 

**Application No: 62220** 

Date application received by Devon County Council: 24 October 2016

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendation is subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that planning permission is granted subject to the conditions set out in Appendix II to this report (with any subsequent changes to the conditions being agreed in consultation with the Chairman and Local Member).

### 1. Summary

- 1.1 This Report relates to a planning application for the renewal and making permanent the permission for waste reclamation facility and the change of use of a neighbouring industrial building to a use for waste sorting, storage and recycling at a former transport yard located off Braunton Road, Barnstaple.
- 1.2 It is considered that the main material considerations in the determination of this application are an examination of the proposal against relevant planning policy; the impacts on the local road network; flooding; and the impacts on the amenity of local residents in terms of noise, vibration, visual impact and odour.

### 2. The Proposal/Background

- 2.1 The application site comprises an area of the Anchor Mill Buildings, which formed part of the former Evans Transport Site located off Braunton Road approximately 1km to the north west of the centre of Barnstaple.
- 2.2 The application site (known as the Anchor Mill buildings) is bounded, to the north, by Braunton Road (B3149) which separates the application site from a number of residential properties and retail units, on the opposite side of road. Immediately to the east and adjoining the application site is the Two Rivers Industrial Estate which houses a number of storage, distribution, sales and manufacturing uses. The south of the site is bounded by a number of sports pitches. The west of the site is bounded by an area of hard standing and scrub, and beyond that is the A361 and the large Pottington Industrial Estate. Vehicular access to the application site is available at two access points, both directly off Braunton Road.

- 2.3 The application site consists of two large industrial buildings. It is understood that the buildings were constructed in the 1960s, and both are surrounded by a mixture of concrete hard standing and gravel surfaced parking areas.
- 2.4 At the meeting of the Development Management Committee on 17 September 2014 the Committee resolved to grant retrospective planning permission for a two year temporary change of use of one of the buildings for waste management purposes (within the building) and storage of empty skips outside of the building. Report PTE/14/65 refers.
- 2.5 The temporary permission expired on 1 October 2016 and this Report relates to a planning application to renew and make permanent the waste use and change of use of an additional existing building, which currently has mixed Class B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) uses, to a waste sorting and materials recycling facility.
- 2.6 The proposed operations will accommodate the sorting, storage and transfer a range of materials which are outlined, along with approximate tonnages, below:

The main elements and quantities of waste material, amounting to approximately 40,700 tonnes annually, consist of:

- Non Ferrous Metals (approximately 1,000 tonnes per annum);
- Ferrous Metals (approximately 6,000 tonnes per annum);
- End of Life Vehicles (approximately 2,500 tonnes per annum);
- Cardboard and Paper (approximately 10,000 tonnes per annum);
- Plastics (approximately 2,500 tonnes per annum);
- Hazardous Waste (approximately 200 tonnes per annum);
- Waste Electrical and Electronic Equipment (500 tonnes per annum);
- Commercial Waste (approximately 6,000 tonnes per annum);
- Construction Waste (approximately 12,000 tonnes per annum.

The applicant estimates that the waste sorting and recycling facility will receive up to 600 tonnes per week from both commercial and public sources. There would be no waste processing or storage of materials outside of the confines of the proposed building except for the storage of blocks, bricks and stones in an area between the 2 buildings. The applicant proposes that a 2.4m high galvanised palisade fence will be erected on the western boundary of the site to prevent the spread of operations in a westerly direction, but no other external alterations to the buildings themselves are proposed.

2.7 The proposal also seeks permission for an area on the southern boundary of the site for skip storage. This would involve the storage of up to 45 skips which would be stacked 2 high, giving a maximum height of 2m. The storage of skips shall only occur along the southern boundary of the application site, as shown on drawing 461/002a, and it is considered that there is sufficient screening from the existing buildings to not impact on the visual amenity of the residential properties located along Braunton Road. Additional landscaping is also proposed along this southern boundary further helping to screen the skip storage and overall site from views from the south.

#### 3. Consultation Responses

- 3.1 <u>North Devon District Council</u> no objections, provided that supplementary soft landscaping be provided along the southern boundary of the site to assist in screening the proposed external skip storage area and no loaded skips shall be stored in the open air to the north east and north west of the building in the interests of the character and appearance of the area.
- 3.2 <u>Barnstaple Town Council</u> recommend refusal on the grounds that the application documentation provided did not include an environmental impact study or an assessment of the potential impact on nearby waterways. No planning statement was provided. The traffic and transport impact is not given but is likely to be unacceptable.
- 3.3 <u>Environment Agency</u> No objections, provided that the operator obtains an appropriate Environmental Permit before commencement of the use. Through the permitting process we would expect the operator to install appropriate infrastructure to ensure that the operation does not adversely impact the environment.
- 3.4 <u>Natural England</u> No objection.
- 3.5 Ministry of Defence (Defence Infrastructure Organisation) No objection.

### 4. Advertisement/Representations

- 4.1 The application has been advertised in accordance with the statutory publicity requirements and as a result of these procedures a total of 3 letters of objection were received.
- 4.2 The representations are objections based on a number of concerns including the impacts on the local road network and the impacts on the amenity of local residents in terms of noise, vibration and odour.
- 4.3 Copies of representations and consultation responses are available to view on the Council website under reference DCC/3857/2016 or by clicking on the following link: <a href="https://planning.devon.gov.uk/PlanDisp.aspx?AppNo=DCC/3913/2016">https://planning.devon.gov.uk/PlanDisp.aspx?AppNo=DCC/3913/2016</a>.

### 5. Planning Policy Considerations

5.1 In considering this application, the County Council as Waste Planning Authority is required to have regard to the provisions of the Development Plan. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that where regard is to be had to the Development Plan, the determination shall be in accordance with the Development Plan unless material considerations, which can include emerging policies, indicate otherwise. In this case, the relevant Development Plan policies are summarised in Appendix I to this Report and are discussed in Section 6 below.

#### 6. Comments/Issues

6.1 It is considered that the main material considerations in the determination of this application are an examination of the proposal against relevant planning policy; the impacts on the local road network; flooding; and the impacts on the amenity of local residents in terms of noise, vibration, visual impact and odour.

### Planning Policy Considerations

In the determination of this application it is considered that the most relevant planning policies are those contained within the adopted Devon Waste Plan.

Policy W3 (Spatial Strategy) defines strategic sites as managing a minimum of 40,000 tonnes of waste annually, and requires that these be located within or close to Exeter, Barnstaple and Newton Abbot. Policy W5 (Reuse, Recycling and Materials Recovery) presumes in favour of approving proposals for new reuse, recycling and materials recovery facilities at locations close to the source of the waste or opportunities for its beneficial use. The proposed facility, in enabling the recycling and recovery of waste on a strategic scale within Barnstaple, accords with these policies.

- 6.3 The National Planning Policy for Waste (October 2014) states, amongst other things, that when determining waste planning applications, waste planning authorities should:
  - Consider the likely impact on the local environment and on amenity against the criteria set out in Appendix II and the locational implications of any advice on health from the relevant health bodies. Waste planning authorities should avoid carrying out their own detailed assessment of epidemiological and other health studies; and
  - Concern themselves with implementing the planning strategy in the Local Plan and not with the control of processes which are a matter for the pollution control authorities. Waste planning authorities should work on the assumption that the relevant pollution control regime will be properly applied and enforced.

### Traffic and Transportation Issues

- 6.4 The site is accessed via two site access points from Braunton Road along the northern boundary of the site. These access points provide shared joint access with the units within the wider Evan's Transport site. No alterations to these site accesses are proposed as part of the application.
- 6.5 The traffic associated with the development relates to deliveries of waste materials to the site, removal of bulked up materials from the site and movements associated with staff and visitors. The applicant also sells non waste derived sand and stone from the site but this is an existing use and not subject of this planning application. Newbery Recycling Ltd operates three 3.5 tonne vehicles for the collection of materials from sites in the local area and onward movement of baled materials to various recycling operators. The site also operates 6 HGV skip delivery lorries and a 17 tonne HGV, with integral crane (HIAB) for collections.
- The application estimates that an additional 42 large vehicle traffic movements per day will be generated, with a small increase in staff movements. This proposed increase is considered insignificant in conjunction with the existing large vehicles using the site and the significant number of vehicles which pass the site along the Braunton Road each day (19,000 on average per day and 16,500 on average between 7am to 7pm). The site access is proposed to remain unchanged which is considered acceptable with adequate visibility from and of emerging traffic. Taking all these factors into account there is considered to be no highway objection to the

proposal, which is therefore consistent with Policy W17 (Transportation and Access) of the Devon Waste Plan.

### Residential Amenity

- 6.7 Part of the site has been operating as a waste transfer station since February 2014 and there have been no recorded complaints during this period. In this case the nearest properties are opposite the application site, approximately 65 metres, building to building distance. Between the properties is the busy Braunton Road which generates a significant degree of traffic noise.
- 6.8 It is also proposed that the sorting, mechanical and loading operations will occur entirely within the buildings. As an additional measure to reduce any noise impact, it is also proposed that the majority of the mechanical operations are to be undertaken within the middle and rear sections of the building, away from the Braunton Road elevation and the nearest residential properties. In the event that planning permission is granted the requirement for waste operations to take place within the building would be secured by planning condition.
- 6.9 The outside activities would involve the storage of skips and this has the potential to impact on residential amenity in terms of noise, however the location of the skip storage area is at the rear of the site well away from any residential property. Also, the proposed operating times for the site are 0800 to 1800 on Mondays to Fridays and 0900 to 1300 on Saturdays and this would be subject of a condition should planning permission be granted.
- 6.10 Members should also note that the waste processing activities will be regulated by an Environmental Permit, administered by the Environment Agency, and the Permit would contain conditions relating to prevention and control of noise and dust.
- 6.11 Taking the above into account it is considered that the proposal would not result in an adverse impact on the amenity of any residential properties, and therefore accords with Policy W18 (Quality of Life) of the Devon Waste Plan.

### Visual Impact

- 6.12 Adverse visual impacts of the proposal could occur should storage or processing of waste materials take place in the open. In this case all waste processing and storage activities would take place within the building and there is therefore no additional adverse visual impact.
- 6.13 The only element of outside storage relates to the storage of a maximum of 45 skips located outside on the southern boundary of the site and the storage of recycled blocks, bricks and stones in an area between the 2 buildings. There are also an existing two areas used for the storage of sand and stone (not waste). It is proposed that the landscaping along the southern boundary of the site is enhanced through additional planting, using a woodland planting mix of Common Alder, Hawthorn and Beech. This would help protect views from the south and be subject of a planning condition. Given the location of the outside storage areas and the provision of new landscaping it is considered that the proposal would not result in additional impacts on the visual amenity of the area, and is consistent with Policy W12 (Landscape and Visual Impact).

### **Flooding**

6.14 Whilst the application site is within flood zone 3 (Flooding from rivers or sea without defences) it is a change of use application and the proposed use does not change the vulnerability of the site. The consultation response from the Environment Agency is one of no objection but they do comment that it is expected that through the permitting process, the operator would install appropriate infrastructure to ensure that the operation does not adversely impact the environment.

#### Other Matters

6.15 The recommendation of refusal from Barnstaple Town Council is noted. It is factual inaccurate insofar as a planning statement was provided with the planning application. Given the scale and nature of the development the proposal is not Environmental Impact Assessment development and it is considered that the appropriate level of detail in order to determine the application was submitted; bearing in mind that the site has been operating without complaint since 2014 and all operations are subject to the environmental controls required as part of the Environmental Permit.

#### 7. Reasons for Recommendation

- 7.1 The committee has the option of approving, refusing or deferring a decision on this planning application.
- 7.2 In terms of planning policy it is considered that the site is well located and enables the recycling and recovery of materials in line with Policies W3 and W5 of the Devon Waste Plan. Appropriate safe vehicular access to the site is provided from a major road which has adequate capacity. The site has been operated without complaint since 2014 and any amenity impacts will be adequately controlled by the proposed planning conditions set out in in Appendix II to this Report and the environmental impacts controlled by the requirements of the Environmental Permit. It is therefore considered that planning permission is granted in accordance with the recommendation to this Report.

Dave Black Head of Planning, Transportation and Environment

**Electoral Division: Barnstaple North** 

Local Government Act 1972: List of Background Papers

Contact for enquiries: Barnaby Grubb

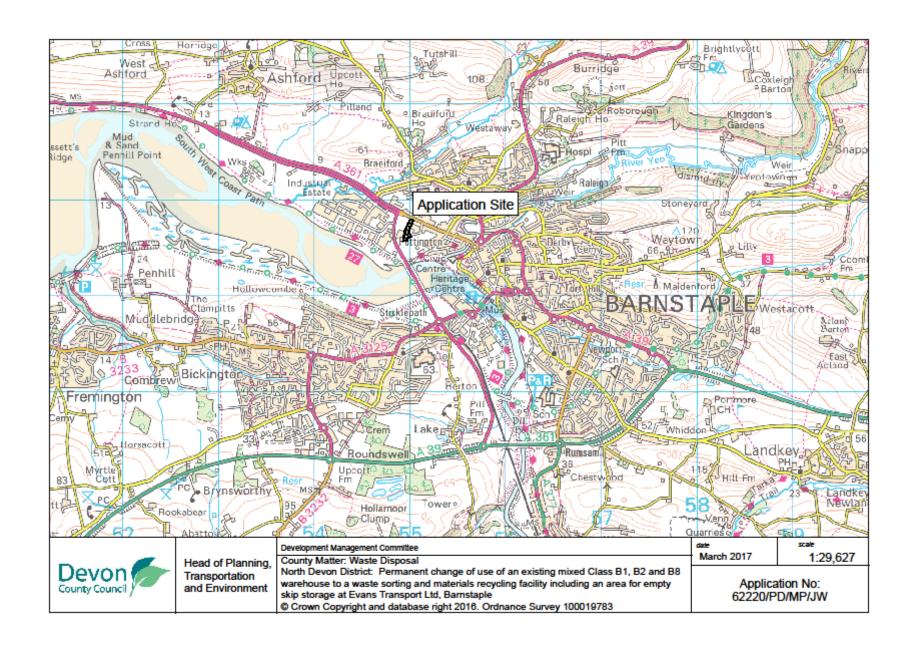
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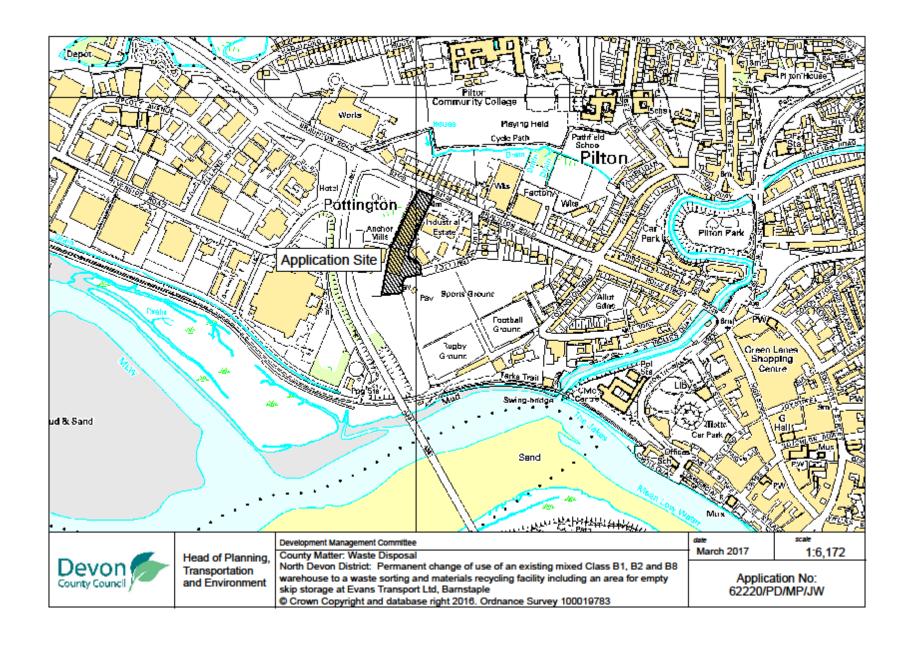
Tel No: 01392 382967

Background Paper Date File Ref.

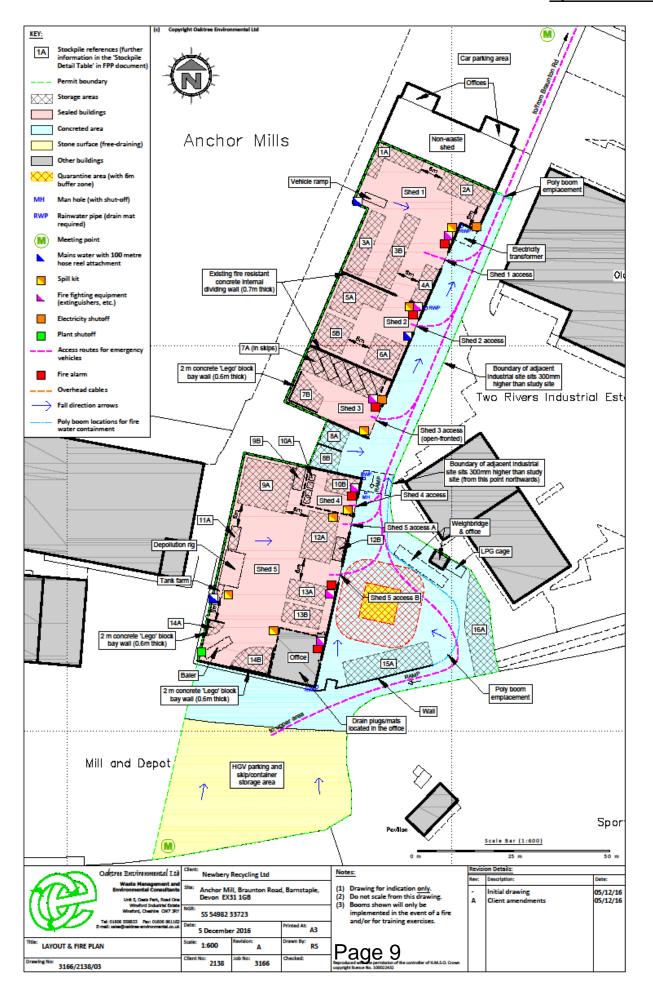
Casework File

bg090217dma sc/cr/reclamation facility evans transport barnstaple 02 160217





### **Operational Plan**



Appendix I To PTE/17/12

### **Planning Policy Considerations**

National Planning Policy Framework (March 2012)

National Planning Policy for Waste (October 2014)

The Devon Waste Plan (Adopted December 2014): Policies W3 (Spatial Strategy), W5 (Reuse, Recycling & Materials Recovery), W12 (Landscape & Visual Impact), W17 (Transportation and Access) and W18 (Quality of Life).

North Devon Local Plan (Adopted July 2006): Policy BAR1c (Evans Transport).

North Devon and Torridge Local Plan (Publication Draft incorporating main and minor changes May 2016): Policy BAR14 (Evans Transport, Two Rivers Industrial Estate)

Appendix II To PTE/17/12

# Planning Conditions DCC/3648/2014

1. The development shall commence within three years of the date of this permission.

REASON: In accordance with Section 91 of the Town and Country Planning Act 1990.

2. The development shall be carried out in strict accordance with the details shown on the approved drawings and documents numbered 461/001 (Existing Location & Block Plans), 461/002a (Proposed Location & Block Plan), 461/003 (existing & Proposed Floor Plans), 3166/2138/03 (Layout & Fire Plan), EMS-1 Rev A (Site Plan), and 461/002a (Proposed Location & Block Plan) unless varied by the conditions below.

REASON: To ensure that the development is carried out in accordance with the approved details.

3. No handling, deposit, processing, storage or transfer of waste shall take place outside of the of the building, except in the case of areas 8A and 8B shown on drawing 3166/2138/03, and shall be in accordance with the approved plans numbered EMS-1 Rev A and 3166/2138/03.

Reason: In the interests of visual amenity and to protect the living conditions of nearby residents in accordance with Policy W12 and W18 of the Devon Waste Plan.

4. The site shall only operate between 08.00 and 18.00 on Mondays to Fridays and 09.00and 13.00 on Saturdays. There shall be no working on Sundays and Public Holidays.

REASON: To protect the living conditions of nearby residents and in accordance with Policy W18 of the Devon Waste Plan.

5. A landscaping scheme for the landscape area identified on approved plan 461/002a (Proposed Location & Block Plans) shall be submitted to the Waste Planning Authority within three months of the date of this permission. The scheme shall include the schedule of the tree planting mix giving species, planting sizes and proposed numbers. The landscaping works shall be carried out in accordance with the approved scheme in the first planting season following the approval of the scheme. The landscaping shall be maintained for a period of five years and any tree that is removed or dies within five years of the date of planting shall be replaced with a tree of similar size and species.

REASON: In the interests of the visual amenity of the area accordance with policy W12 and W18 of the Devon Waste Plan.

5. There shall be no external storage of full skips on the site. Empty skips shall only be stored in the area defined as 'external skip storage' on approved plan 461/002a (Proposed Location & Block Plans). Empty skips shall be arranged in accordance with approved plan 461/002a (Proposed Location & Block Plans) and not be stored greater than two in height.

REASON: In the interests of visual amenity and to protect longer views to the site from the approach road to the downstream bridge in accordance with Policy W12 and W18 of the Devon Waste Plan.

#### PTE/17/13

Development Management Committee 1 March 2017

**Mineral Development** 

Teignbridge District: Cross boundary planning application for the extension to the existing Linhay Hill Quarry for the winning and working of minerals, with the development within Devon being the closure and removal of the junction of Alston Lane onto the A38, Land at and adjacent to Linhay Hill Quarry, Ashburton

Applicant: E&JW Glendinning Ltd

Application No: 322/16

Date application received by Devon County Council: 11 January 2017

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendation is subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that, in accordance with Article 11.4 of the Council's Constitution and s101 of the Local Government Act 1972 and to give effect to the proposals outlined in this Report, the County Council be asked to approve arrangements for the discharge by the Dartmoor National Park Authority of the Development Management Committee's powers in relation to the determination of a cross boundary planning application (and any subsequent discharge of conditions applications) for the extension to Linhay Quarry.

### 1. Summary

1.1 This Report relates to the proposed method for the determination of a cross boundary application relating to the extension to Linhay Quarry, Ashburton.

### 2. The Proposal/Background

- 2.1 An application for the extension to the existing Linhay Quarry at Ashburton was validated by Dartmoor National Park on 17 June 2016. The quarry extension area is around 21 hectares and provides for landscaping bunds (formed from overburden) to the southern and eastern boundaries of the extension area amounting to about 11 hectares. The quarry wins and works Devonian age limestone and without the proposed extension current stone reserves would last for in the region of ten years.
- 2.2 The existing quarry is bounded to the south by the A38 trunk road and to the east by Alston Lane. The A38 forms the boundary of Dartmoor National Park and the proposed extension to the quarry and the provision of the landscape bunds falls entirely within the National Park. The proposal involves an extension eastwards which would require the removal of Alston Lane and the stopping up of the junction of Alston Lane onto the A38.
- 2.3 The small area where Alston Lane links onto the A38 is within the administrative area of Devon County Council. This amounts to about 0.7ha and the details of location and details of this area are shown on the plan attached to this Report.
- 2.4 In circumstances where an application site crosses the administrative boundary between two Planning Authorities two identical applications may be submitted, one to each Planning Authority, seeking planning permission for the development of land

falling within each Planning Authority's administrative area and identifying the relevant area on the site plan. When this application was submitted to Dartmoor National Park it was not identified that a part of the site was in Devon County Council's administrative area and the identical application was not submitted to Devon until January of this year.

- 2.5 As part of the planning application process Devon County Council was consulted by Dartmoor National Park as neighbouring Mineral Planning Authority. A response on the application was provided in July 2016 with the response being made using officer delegated powers. In its response Devon County Council made a number of observations aimed at assisting the National Park in its determination of the application. For information the consultation response is attached as Appendix I to this Report.
- 2.6 The proposal would result in a number of impacts on the highway network including the closure of the eastern part of Alston Lane and its junction with the A38; construction of a replacement road and diversion of public footpath; widening of Balland Lane; and a signage strategy for Caton Lane. Devon County Council has being consulted on the application as highway authority and subject to the provision of an alternative adopted route from Alston Lane to Balland Lane and improvements to Balland Lane there is no objection to the proposal. Impacts on the Caton Lane junction onto the A38 Trunk Road are being considered by Highways England and currently it has served a holding direction pending the submission and approval of further details.
- 2.7 Devon County Council has also provided advice on Flood Risk (no in principle objection subject to approval of further information on potential flooding and drainage impacts) and from economy (support).
- 2.8 The current situation regarding the application is that Dartmoor National Park has formally requested additional information and the application will not be determined until the information has been submitted and considered.

### 3. Comments/Issues

- 3.1 With cross boundary proposals it is possible for an applicant to submit two distinct planning applications to each Planning Authority where each application only describes and seeks consent for the development proposed with each Authority's administrative area. However, such an approach would be artificial since the Planning Authority would need to know details of the development proposed in the other Planning Authority's administrative area in order to make an appropriate determination of the application.
- 3.2 In practice, it is less time consuming and easier to administer if the applicant submits two identical planning applications, one to each Planning Authority, with each application describing the whole of the proposed development and making it clear that permission is only being sought from the Planning Authority for the development which will take place within that Planning Authority's administrative area. This is the approach taken with this application, with Devon County Council being asked to determine the proposed closure of Alston Road onto the A38, with Dartmoor National Park being responsible for the determination of the major part of the application.
- 3.3 In the absence of alternative administrative or statutory arrangements, a planning application should be determined by the Local Planning Authority in whose administrative area the development is proposed to be carried out. In the case of

cross boundary applications, this can lead to two Planning Authorities making individual determinations, imposing different conditions on the permissions and entering into separate Section 106 Agreements. However, this is not recommended as it does not promote a coordinated approach to development management and the permissions granted by each Authority may be inconsistent in terms of the conditions attached to them and the obligations entered into the related Section 106 Agreements. This is undesirable in terms of achieving a coordinated approach to delivering development.

- 3.4 Section 101(5) of the Local Government Act 1972 authorises two or more Local Planning Authorities to discharge any of their functions jointly. This arrangement can be achieved through the establishment of a joint committee. In practice, this type of arrangement is usually established for larger applications or if it is likely that there will be a number of cross boundary applications and would not be appropriate in this case.
- 3.5 Alternatively, Section 101(1) of the Local Government Act 1972 authorises a local authority to arrange for the discharge of functions by any other local authority. This provision could be relied on by a Local Planning Authority to delegate its development management functions to another Local Planning Authority in respect of a specific cross boundary planning application.
- 3.6 In this case Devon County Council could delegate its decision making powers to Dartmoor National Park in respect of this cross boundary planning application. Dartmoor National Park, which has been paid the full application fee, would then determine both the application submitted directly to it and the application recently submitted to Devon County Council. If Dartmoor National Park was minded to grant consent for the cross boundary development, it could grant planning permission authorising the development applied for in both of the administrative areas under the two original planning applications.
- 3.7 In this case, given that the proposed development within Devon County Council's administrative boundary is only the Alston Lane junction with the A38 (a small fraction of the application site area) and that the interests of this authority in consideration of the application have been appropriately addressed in its role as a consultee in the planning process, it is appropriate to delegate its development control functions to Dartmoor National Park. Dartmoor National Park has confirmed that it is content that this Council delegate its development control function in respect of this application.
- 3.8 A secondary consideration is that the County Council has not received a planning fee for the application and so would assume all of the costs associated with the processing of the application, including publicity (neighbour notification letters, site and press notices), administration and Officer's time.

#### 4. Reasons for Recommendation/Alternatives Options Considered

4.1 The alternative methods of dealing with this are set out in Section 3 above and in this case it is considered that it is appropriate that the Council delegates its development management powers to Dartmoor National Park in accordance with the recommendation to this Report.

Dave Black Head of Planning, Transportation and Environment

Electoral Division: Ashburton & Buckfastleigh

Local Government Act 1972: List of Background Papers

Contact for enquiries: Mike Deaton

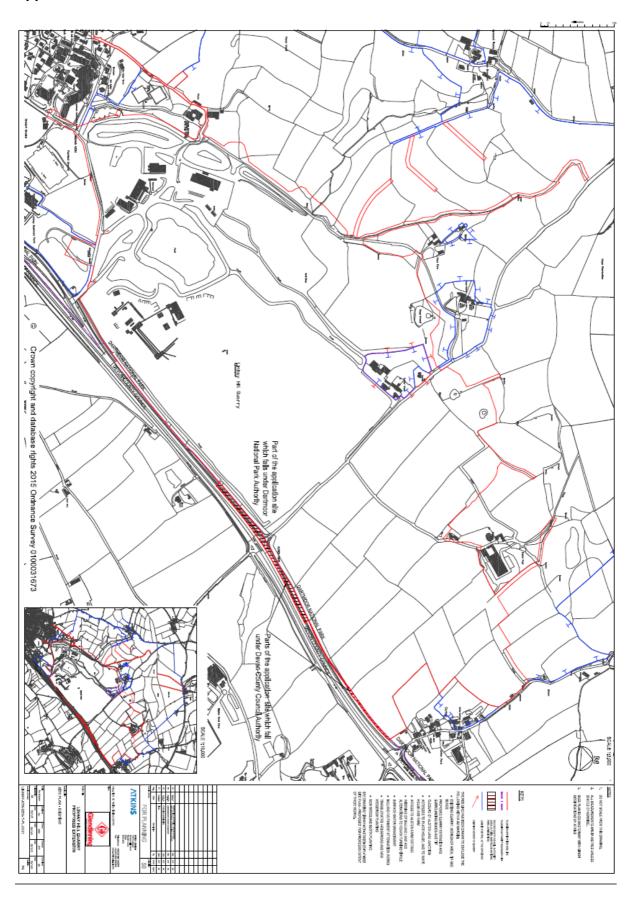
Room No: AB2, Lucombe House, County Hall

Tel No: 01392 383000

Background PaperDateFile Ref.Casework FileCurrent322/16

md030217dma sc/cr/cross boundary application extension Linhay Quarry Ashburton 04 170217

## **Application Plan**



Appendix I To PTE/17/13

Mineral Planning Authority Response to Dartmoor National Park - July 2016

Proposed Extension of Linhay Hill Quarry, Ashburton (0322/16)

### **Consultation Response of Devon County Council**

#### 1. Introduction

- 1.1 This consultation response provides the views of Devon County Council [DCC] as an adjoining mineral planning authority [MPA], and should not be taken to imply comment from the Council in any other role.
- 1.2 The main areas of interest to DCC are the policy context, need and alternatives, addressed in Chapters 5-7 of the applicant's Planning Statement and Chapters 4-6 of the Environmental Statement, and the comments below are largely limited to the matters raised in those parts of the planning application.
- 1.3 In addition, a number of matters of factual accuracy in the applicant's Statements have been identified, and these are attached as Appendix A.

### 2. Background

- 2.1 DCC is the MPA for the county of Devon excluding the unitary authorities of Plymouth and Torbay and the National Parks of Dartmoor and Exmoor, each of which is governed, for mineral planning purposes, by a separate MPA.
- 2.2 Each MPA within the county has developed separate minerals planning policies within a Minerals or Local Plan. DCC adopted the Devon County Minerals Local Plan in 2004, and is nearing completion of the replacement Devon Minerals Plan following examination hearings in May 2016. To meet the Duty to Cooperate, DCC has prepared a suite of Mineral Topic Papers in discussion with Dartmoor National Park Authority [DNPA], Plymouth City Council and Torbay Council to provide suitable evidence and ensure that cross-boundary matters are addressed.
- 2.3 The Devon Minerals Plan includes a spatial strategy (Policy M1) developed in discussion with the other MPAs that seeks to maintain aggregates supply from within the M5/A38 corridor, recognising the contribution from quarries in Dartmoor and Plymouth.
- 2.4 The National Planning Policy Framework [NPPF] introduced a requirement for MPAs, either individually or jointly, to prepare an annual Local Aggregate Assessment to facilitate planning for the supply of aggregates. Within Devon, DCC prepares the LAA in discussion with the other MPAs within the county for consideration by the South West Aggregates Working Party.
- 2.5 DCC has submitted a draft LAA based on ten years' data to 2015 to the South West Aggregates Working Party for its consideration, and its response is expected in mid-July. Key points from the draft LAA of relevance to the planning application at Linhay Hill are:
  - Devon had crushed rock reserves of 115 million tonnes at the end of 2015, of which 77 million tonnes was limestone, providing a crushed rock landbank of 49 years (and a landbank of 41 years for limestone);

- sales of crushed rock aggregates show a strong upward trend from the post-recession low of 2009 to 2015, which had the highest level of sales since 2005:
- almost 90% of crushed rock aggregates produced in Devon are sold for use in the county;
- the proportion of crushed rock sales accounted for by limestone has increased from 72% in 2006 to 88% in 2015; and
- in addition to Linhay Hill Quarry, limestone supply in Devon is provided by three quarries operated by another operator at Westleigh, Kingskerswell (Stoneycombe) and Plymstock (Moorcroft).
- 2.6 Recent years have seen the mothballing, permanent closure and/or lapsing of planning permissions for a number of crushed rock quarries, which has the effect of placing greater reliance on Devon's four operational limestone quarries. Table 5.1 in the applicant's Environmental Statement illustrates this effect with reductions in the crushed rock landbank of 35 million tonnes from 2009 to 2010, and 20 million tonnes from 2013 to 2014, both far in excess of the sales of crushed rock of around 2.5 million tonnes in those years. Of the reserves that contribute to the crushed rock landbank, 20% are located at inactive quarries with no likelihood of extraction in the foreseeable future.

### 3. Policy Context

3.1 The Planning and Environmental Statements provide a detailed account of the planning policy context for the proposals, and it is not intended to repeat that analysis. For information, the emerging Devon Minerals Plan that covers the area adjoining the National Park boundary is due to undergo consultation on modifications in August and September 2016, with the inspector's report anticipated in October 2016. This emerging Plan is therefore considered to be a material consideration that should be accorded significant weight in line with paragraph 216 of the NPPF. Particular attention is drawn to modified Policy M1 of the emerging Plan that provides the spatial strategy, including the expectation that crushed rock aggregates will be obtained "from existing quarries in the M5/A38 Corridor and through working for local markets in north west Devon".

#### 4. Need

- 4.1 As highlighted in paragraph 142 of the NPPF, "minerals are essential to support sustainable economic growth and our quality of life", and crushed rock such as limestone is used for a range of construction activity, notably concrete products and road construction.
- 4.2 The increasing proportion of sales of crushed rock in Devon accounted for by limestone reflects its ease of extraction and processing in comparison with other resources and the location of its quarries in relation to the county's main settlements and strategic roads. In contrast, the proportion accounted for by igneous rock has declined from 12% to less than 1% with the mothballing of quarries at Meldon and Trusham.
- 4.3 Within Devon, crushed rock in general, and limestone specifically, benefit from landbanks exceeding 40 years. While the length of these landbanks could be construed as implying that there is no need for further limestone resources to be permitted at the present time, Planning Practice Guidance [paragraph 27-084] advises that "there is no maximum landbank level and each application for minerals

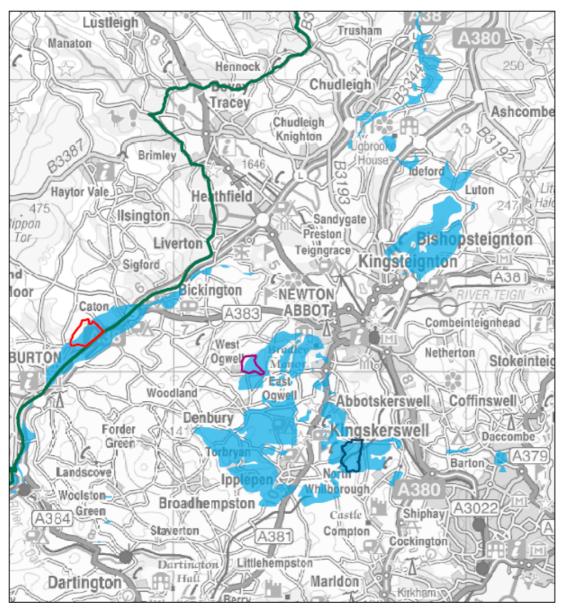
extraction must be considered on its own merits regardless of the length of the landbank...[and] there are a number of reasons why an application for aggregate minerals development is brought forward in an area where there exists an adequate landbank".

- 4.4 There are several benefits that can be identified from enabling the continued quarrying of limestone at Linhay Hill beyond the currently-available supply:
  - (a) Devon relies on four limestone quarries, including Linhay Hill, to supply the limestone required for its construction activity, with each broadly providing around a quarter of the county's supply. While each of the other three quarries has adequate reserves to maintain supply at their current rates of extraction, increased demand that would arise from the downsizing and subsequent closure of Linhay Hill would result in depletion of their reserves at an accelerated rate, bringing forward the timescale within which the Devon MPAs would need to consider development of new limestone resources.
  - (b) A reduction in the number of limestone quarries from four to three, as a result of Linhay Hill's predicted closure if the proposed extension is not permitted, would constrain Devon's ability to react to unforeseen constraints on working at the remaining quarries. In contrast, retention of four limestone quarries with long-term reserves would enhance flexibility to address any such constraints, while maintaining their ability to respond to increased demand arising from the higher levels of development being provided for through adopted and emerging Local Plans in Devon.
  - (c) Linhay Hill benefits from an integrated range of facilities that utilise the limestone quarried at the site, including an asphalt plant, ready-mix concrete plant, agricultural lime plant and concrete blockworks. Cessation of the quarrying operations would either necessitate the transportation of limestone from elsewhere to maintain a feedstock, or result in the closure of these operations.
  - (d) Closure of Linhay Hill would result in Devon relying on three quarries owned by a single mineral operator for its supply of limestone. Such a situation would be contrary to the requirement of paragraph 145 of the NPPF that MPAs "should plan for a steady and adequate supply of aggregates by...ensuring that large landbanks bound up in very few sites do not stifle competition". The cessation of limestone extraction at Linhay Quarry, together with the associated concrete, asphalting and contracting operations, would significantly constrain competition within the aggregates sector in Devon.
  - (e) In terms of its relationship with the main markets for its products, Linhay Hill is located in an optimum position with good access to the A38 and mid-way between Plymouth and Exeter, where the applicant maintains processing facilities that make use of its limestone. While outside of the area covered by the emerging Devon Minerals Plan, the quarry's location accords with the Plan's spatial strategy (Policy M1) that was developed in discussion with the county's other MPAs.
  - (f) Although small in comparison with its sales of aggregates, Linhay Quarry produces building stone that assists in the maintenance of the local built environment. The quarry is the only operational source of limestone from the Chercombe Bridge Formation, which is distinct in colour from East Ogwell Formation stone, which is the other limestone quarried in the Teignbridge area.

- Chercombe Bridge Limestone is identified in English Heritage's Strategic Stone Study for Devon, and is listed as a 'key building stone' in the emerging Devon Minerals Plan.
- (g) The results from the periodic national Aggregate Minerals Survey undertaken for 2014 indicate that Linhay Hill was the only limestone quarry in Devon that sold agricultural lime. A chalk quarry in East Devon produces lime on a much smaller scale for use in the local East Devon/West Dorset area, but this is not capable of substituting for the scale and market area of Linhay Hill.

#### 5. Alternative Sites

- 5.1 While limestone only occurs in limited parts of Devon, there are significant outcrops in the Teignbridge area that have the potential to act as 'alternative sites' for the purposes of Environmental Impact Assessment and consideration of the application under paragraph 116 of the NPPF. Figure 1 shows the surface extent of limestone resources in Teignbridge, including the Chercombe Bridge Formation that is worked at Linhay Hill, and the East Ogwell Formation quarried at Stoneycombe.
- 5.2 The applicant's Environmental Statement identifies an alternative site at Greenawell Park Farm, West Ogwell, which is in its ownership and overlies limestone. This site has not been the subject of any planning applications for mineral development, and any such application would fall to Devon County Council to determine.
- 5.3 While Greenawell Park Farm overlies the same Chercombe Bridge limestone that is quarried at Linhay Hill, development of a new quarry would face significant constraints that cumulatively may render it undeliverable:
  - (a) as highlighted in paragraphs 6.10 to 6.15 of the applicant's Environmental Statement, Greenawell Park Farm is located away from the A38, and access from the A383 or A381 would need to be achieved by use of a network of narrow lanes that are wholly unsuitable for the scale of traffic associated with a major aggregates quarry;
  - (b) upgrading of existing lanes to accommodate this traffic is likely to have unacceptable impacts on landscape, biodiversity and heritage assets, while it is recognised that construction of a new road between the site and an A-class road would be very expensive and likely to arise in impacts similar to those resulting from widening of existing roads;
  - (c) development of a new quarry would require substantial initial investment in processing plant and other ancillary facilities that would not be required for extension of an existing quarry;



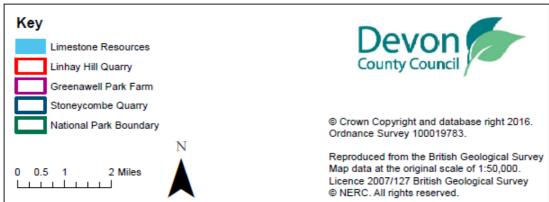


Figure 1: The surface extent of limestone resources in Teignbridge

(d) the site includes forty one heritage assets ranging from prehistoric field systems, cave deposits exposed in the extant quarry and late medieval rabbit warrens as well as remains associated with the former deer park. Any consideration for proposals for the creation of a quarry here would need to be supported by the results of desk-based, geophysical and intrusive heritage

- assessment, including an assessment of any designated heritage assets in the surrounding landscape, that may result in a requirement for preservation in situ of the known heritage assets; and
- (e) while detailed assessment has not been undertaken, it is likely that development of a new quarry would have significant adverse landscape and visual impacts, particularly as processing plant would need to be located at existing ground level for at least the early phases until it could be relocated into a quarry void.
- 5.4 For these reasons, DCC concludes that Greenawell Park Farm should not be regarded as a deliverable alternative to the extension of Linhay Hill Quarry. It should also be noted that Policy M11 of the emerging Devon Minerals Plan, which is the main policy by which any proposal at Greenawell Park Farm would be determined, expresses a preference for the extension of an existing quarry over establishment of a new quarry.
- 5.5 Figure 1 indicates that there are substantial areas where limestone outcrops in Teignbridge that may offer scope for development of a new quarry. However, these areas are subject to a range of constraints that severely limit this scope:
  - (a) the large area of limestone to the north east of Kingsteignton is designated as a groundwater Source Protection Zone, as is a large part of the block to the east of Denbury;
  - (b) outcrops in the Chudleigh area fall within the sustenance zone associated with the South Hams SAC, while most other blocks are bisected by its strategic flyways;
  - (c) proximity of some areas to settlements including Denbury, East Ogwell, Ipplepen and Abbotskerswell limit the developable area for a new guarry;
  - (d) many of these areas of limestone have similar road access constraints to Greenawell Park Farm; and
  - (e) there is no evidence available to DCC that (with the exception of Greenawell Park Farm) indicates that there is any interest (including mineral and/or freehold ownership) on the part of a mineral operator that would indicate that these areas of limestone can be considered as a deliverable option.

### 6. Meeting the Need in Some Other Way

- As an alternative to meeting Devon's requirements for limestone aggregates through the extension of Linhay Hill Quarry or developing a new quarry at another local location, there are two broad options: importing limestone from outside Devon, or using other aggregates instead of limestone.
- 6.2 The closest Devonian or Carboniferous limestone quarries to Devon that have the potential to contribute to its aggregates supply are located in the Mendip area of Somerset, including two rail-linked quarries that supply much of southern England's crushed rock requirements. The Mendip quarries are located in excess of 60 miles from Exeter, indicating that transportation by road would be uneconomic as well as not being sustainable. While transportation of limestone by rail would appear to be an option, this would be heavily constrained by the lack of infrastructure in Devon for the unloading of stone. The existing aggregate railhead at Exeter St Davids is

understood to operate near or at capacity with its current limited quantities, and there is no other available facility within the M5/A38 corridor that has scope to receive tonnages of stone equivalent to the output of Linhay Hill Quarry.

- 6.3 Some crushed rock aggregates, primarily high-specification materials that have limited availability in the South West, are imported into Devon by sea, mainly through wharves in Plymouth. However, Devon's ports are unlikely to have the capacity to handle tonnages comparable to Linhay Hill's output without substantial investment, and it would be unsound to rely on water-borne imports as an alternative.
- In addition to limestone, crushed rock aggregates are produced from sandstone and igneous rock quarries in Devon, albeit in much lower quantities than limestone. While these other resources can be used for similar purposes as limestone, they are less economic to quarry due to the higher proportion of wastage and greater processing costs. Furthermore, the closure of a number of Devon's sandstone and igneous rock quarries in recent years, leaving only one operational sandstone quarry capable of producing in excess of 200,000 tonnes/year, means that these resources are currently incapable of being quarried on a scale sufficient to substitute for the output of Linhay Hill. It is also the case that a large proportion of Devon's sandstone and igneous rock resources are less well located in relation to the main markets than is the case with limestone resources.
- 6.5 Devon has substantial quantities of by-products from the extraction of other minerals, such as china clay, that can be utilised as secondary aggregates, and these yield around 450,000 tonnes each year. While these secondary aggregates contain a crushed granite element that is capable of meeting some of the uses to which limestone is put, much of the china clay and ball clay products comprise sand fractions, and secondary aggregates are not considered capable of substituting, either quantitatively or qualitatively, for limestone.

#### 7. Conclusions

- 7.1 It is recognised that a major extension to a quarry within a National Park requires the National Park Authority to undertake careful consideration of both the need for the development and its impacts, together with the scope for developing elsewhere outside the National Park. To assist in the Authority's consideration, Devon County Council provides the following observations as the adjoining MPA on the need for the development and scope for alternative provision:
  - (a) the national importance of maintaining a sufficient supply of minerals, including aggregates, to provide the country's development and infrastructure needs, is recognised in paragraph 142 of the NPPF;
  - (b) while the limestone resource quarried at Linhay Hill is not itself of national importance, it does make a very significant contribution to Devon's aggregate supply which ensures that the county maintains its contribution to regional and national requirements, while also supplying a key building stone and Devon's main source of agricultural lime;
  - (c) given Devon's strong reliance on limestone quarries for delivery of its crushed rock aggregate supply, the proposed extension to Linhay Hill Quarry will help to ensure that the county will maintain the necessary reserves, productive capacity and flexibility to accommodate unforeseen constraints on extraction so as to ensure the long term supply of limestone;

- (d) enabling the continued extraction of limestone at Linhay Hill Quarry, together with the applicant's associated processing and manufacturing facilities, will maintain competition within the aggregate products sector in Devon, consistent with paragraph 145 of the NPPF;
- (e) alternative means of supplying limestone from outside the National Park are likely to result in very significant adverse impacts from the development of a new quarry within Devon or, in the case of transportation of limestone from outside the county, to be uneconomic and/or impractical due to infrastructure constraints; and
- (f) the use of other aggregate resources, including secondary materials, instead of limestone is unviable due to limited productive capacity and/or technical limitations.

Development Management Control 1 March 2017

### Delegated Schedule – 1 March 2017 - Summary

District/Location/Application Number	<u>Proposal</u>	Electoral Division	Action Taken
Torridge District Council  Deep Moor Landfill Site, Road From Belle View Cross to High Bullen, HIGH BULLEN, EX38 7JA  DCC/3898/2016	Change of use from an unused grass area to a car park for site use only	Torrington Rural	Conditional Approval
East Devon District Council Payhembury C of E Primary School, Road From Payhembury Cross to Markers Park, Payhembury, DCC/3902/2016	APPLICATION WITHDRAWN 24/01/2017 - Construction of new modular building providing new classroom, toilets and storage and associated external works	Honiton St Paul's	Withdrawn After Validation
Teignbridge District Council Higher Oxencombe Farm, Road to Higher Oxencombe Farm, Chudleigh, TQ13 0DY  DCC/3911/2016	Variation of condition 1 of planning permission ref. 14/02794/DCC (DCC/3691/2014) to extend the temporary permission until the 30th October 2018	Chudleigh Rural	Conditional Approval
East Devon District Council Fluxton Waste Water Treatment Works, Tipton Vale, Fluxton, Ottery St Mary, EX11 1RL DCC/3919/2016	Proposed thickener building	Honiton St Paul's	Conditional Approval
Torridge District Council Shebbear Community School, Road From the Square to Battledown Cross, Shebbear, EX21 5SG DCC/3934/2016	Retention of temporary mobile single classroom unit for a further 10 years.	Holsworthy Rural	Conditional Approval
Torridge District Council  High Bickington Church of England Primary School, High Street, High Bickington, EX37 9AY  DCC/3935/2016	Retention of 'Devon Lady' temporary classroom for a further 10 years.  Page 27	Torrington Rural	Conditional Approval

# Agenda Item 8 Delegated Schedule – 1 March 2017 - Summary

District/Location/Application Number	<u>Proposal</u>	Electoral Division	Action Taken
North Devon District Council Sticklepath Community School, Woodville, Sticklepath, EX31 2HH DCC/3937/2016	Retention of temporary classroom, Block 10 for a further 10 years.	Barnstaple South	Conditional Approval
East Devon District Council Green Lodge, Stoney Lane, Axminster, EX13 5BU  DCC/3940/2016	Demolition of a two storey dwelling, to facilitate the eventual implementation of a road widening scheme along Stoney Lane.	Axminster	Prior Approval