



PLANNING COMMITTEE REPORT

TO: Planning Committee North

BY: Head of Development and Building Control

DATE: 6th July 2021

DEVELOPMENT: Siting of a container to store hard and soft furniture.

SITE: Hop Oast Park and Ride Worthing Road Horsham West Sussex

WARD: Southwater North

APPLICATION: DC/21/0650

APPLICANT: **Name:** Ms Genna Wallace-Jones **Address:** Hop Oast Depot Worthing Road HORSHAM RH12 1RL

REASON FOR INCLUSION ON THE AGENDA: The site is owned by Horsham District Council

RECOMMENDATION: To approve planning permission subject to appropriate conditions

1. THE PURPOSE OF THIS REPORT

1.1 To consider the planning application.

DESCRIPTION OF THE APPLICATION

- 1.2 The application seeks full planning permission for the change of use of the land to allow for the siting of a storage container to be used for the temporary storage of furniture in association with the up-coming HDC Re-Use Initiative.
- 1.3 The HDC Re-Use Initiative seeks to reduce waste going to landfill by providing residents with the ability to drop-off furniture which will then be sold on through a pop-up shop in Horsham Town Centre. The application site would provide the drop-off and storage location, which is anticipated to encourage shared trips to the amenity tip and the subject location.
- 1.4 The storage container would be used to store the furniture until such time as it is moved to the pop-up shop, which it is anticipated, would be open every 2-3 months. It is however outlined that additional movements to re-locate furniture to other contingency storage areas may be required when necessary should the subject container become full.
- 1.5 The site would operate in general conformance with the hours of the amenity tip (10am to 5pm). Traffic would be routed through a one-way system, with vehicles unloading items to the front of the storage container, and then re-routed through the Park and Ride and back to the exit.

DESCRIPTION OF THE SITE

- 1.5 The application site comprises a parcel of land within the Hop Oast Park and Ride, which is located to the west of Worthing Road, outside of any defined built-up area boundary. The site is therefore located within a countryside location in policy terms.
- 1.6 The site is located within the established boundary of Hop Oast Park and Ride, which comprises an area of hardsurfacing used for the parking of vehicles, as well as a turning area and associated bus shelters. The site is enclosed to all sides by a bund and mature vegetation, with limited intervisibility between the site and the wider surroundings. The application site itself is located to the south-eastern corner of the Park and Ride facility, and set away from the access thoroughfare.
- 1.7 The wider site comprises car parking spaces, bus shelters and turning area for buses. Access to the site is provided to the south, with the site bound by a bund and mature vegetation.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT PLANNING POLICIES

- 2.2 The following Policies are considered to be relevant to the assessment of this application:

National Planning Policy Framework

Horsham District Planning Framework (HDPF 2015)

- Policy 1 - Strategic Policy: Sustainable Development
- Policy 2 - Strategic Policy: Strategic Development
- Policy 3 - Strategic Policy: Development Hierarchy
- Policy 4 - Strategic Policy: Settlement Expansion
- Policy 7 - Strategic Policy: Economic Growth
- Policy 10 - Rural Economic Development
- Policy 24 - Strategic Policy: Environmental Protection
- Policy 25 - Strategic Policy: The Natural Environment and Landscape Character
- Policy 26 - Strategic Policy: Countryside Protection
- Policy 32 - Strategic Policy: The Quality of New Development
- Policy 33 - Development Principles
- Policy 35 - Strategic Policy: Climate Change
- Policy 36 - Strategic Policy: Appropriate Energy Use
- Policy 37 - Sustainable Construction
- Policy 38 - Strategic Policy: Flooding
- Policy 40 - Sustainable Transport
- Policy 41 - Parking
- Policy 42 - Strategic Policy: Inclusive Communities

RELEVANT NEIGHBOURHOOD PLAN

- 2.3 **Horsham Blueprint Business Plan**
 - Policy HB1: Location of Development
 - Policy HB3: Character of Development
 - Policy HB4: Design of Development
 - Policy HB5: Energy Efficiency and Design

PLANNING HISTORY AND RELEVANT APPLICATIONS

SQ/128/00	Construction of a park and ride car park 535 spaces (county consultation) Site: Hop Oast Depot (Land Adj) Worthing Road Southwater	Application Permitted on 03.09.2001
SQ/63/01	Revised proposals for park/ride car park, extension to circulation road replacement screening bund, fencing & landscaping (county matter) Site: Hop Oast Amenity Site Worthing Road Southwater	Application Permitted on 05.07.2001
SQ/124/02	Use of service road approved under sq/128/00 to provide off highway queuing for adjacent civic amenity site (county consultation) Site: Hop Oast Amenity Tip Worthing Road Southwater	Application Permitted on 28.02.2003
SQ/10/02	Variation of condition 22 of sq/128/00 to enable the proposed park & ride development be constructed in one phase (county consultation) Site: Hop Oast Depot Worthing Road Southwater	Application Permitted on 31.05.2002
SQ/9/02	Variation of condition 21 of sq/128/00 for extension to opening hours from 20.00-22.00 proposed park & ride facility (county consultation) Site: Hop Oast Depot Worthing Road Southwater	Application Permitted on 10.04.2002
SQ/56/00	Continued use as a civic amenity site (county consultation) Site: Horsham Ca Site Hop Oast Worthing Road Horsham	Application Permitted on 07.11.2000
DC/10/0831	Change of use of Hop Oast Depot Park N Ride car park for junior race cycling on Sundays, roughly once a month	Application Permitted on 24.06.2010
DC/16/1633	Temporary change of use of part of the carpark to refuse vehicle/truck parking for the existing operation of the adjacent Hop Oast Depot, including erection of fencing and ancillary works	Application Permitted on 01.12.2016
DC/17/0529	Variation of Condition 2 to previously approved application DC/16/1633 (Temporary change of use of part of the carpark to refuse vehicle/truck parking for the existing operation of the adjacent Hop Oast Depot, including erection of fencing and ancillary works) Regarding approved timescales/dates	Application Permitted on 02.06.2017
DC/17/2304	Variation of condition 2 to previously approved application DC/16/1633 (Temporary change of use of part of the car park to refuse vehicle/truck parking for the existing operation of the adjacent Hop Oast Depot, including erection of fencing and ancillary works). Proposed extension of approved timescale until 31st May 2018.	Application Permitted on 17.04.2018

3. OUTCOME OF CONSULTATIONS

- 3.1 Where consultation responses have been summarised, it should be noted that Officers have had consideration of the full comments received, which are available to view on the public file at www.horsham.gov.uk

INTERNAL CONSULTATIONS

- 3.2 **HDC Environmental Health:** No comment to make

OUTSIDE AGENCIES

3.3 **WSCC Highways:** No Objection

The site is located on Worthing Road, a B-classified road subject to a speed restriction of 40 mph in this location. From inspection of local mapping, there are no apparent visibility issues at the existing point of access onto Worthing Road.

In addition, the LHA does not anticipate that the proposal would give rise to a material intensification of movements to or from the site, when compared with the number of trips currently generated by the site. The existing car park has plentiful parking that can be utilised by visitors.

An inspection of collision data provided to WSCC by Sussex Police from a period of the last five years reveals no recorded injury accidents attributed to road layout within the vicinity of the site. Therefore, there is no evidence to suggest the existing access is operating unsafely or that the proposal would exacerbate an existing safety concern.

In conclusion, the Local Highways Authority does not consider that this proposal would have an unacceptable impact on highway safety or result in 'severe' cumulative impacts on the operation of the highway network, therefore is not contrary to the National Planning Policy Framework (paragraph 109), and that there are no transport grounds to resist the proposal.

PUBLIC CONSULTATIONS

None received at time of writing report

4. **HOW THE PROPOSED COURSE OF ACTION WILL PROMOTE HUMAN RIGHTS**

- 4.1 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 are relevant to this application, Consideration of Human rights forms part of the planning assessment below.

5. **HOW THE PROPOSAL WILL HELP TO REDUCE CRIME AND DISORDER**

- 5.1 It is not considered that the development would be likely to have any significant impact on crime and disorder.

6. **PLANNING ASSESSMENTS**

- 6.1 The application seeks full planning permission for the siting of a storage container to be used for the storage and distribution of furniture in association with the Horsham District Council Re-Use Initiative.

Principle of Development

- 6.2 The West Sussex County Council Waste Local Plan sets out the vision and strategic objectives for waste planning in the County. These Strategic Objectives include the aspiration to increase the recycling and reuse of products, and subsequently reduce the demand for inert landfill. The Objectives also recognise the benefits of Material Recovery/Recycling Facilities which provide for the storing, sorting, and bulking of recyclable materials that are then sent elsewhere for re-use. The County has an aspiration for 'Zero Waste to Landfill' by 2031, and this is defined in the Plan as the disposal to land (via landfill or landraise) of less than 3% of the waste arising in the County.

- 6.3 *“Our Waste, Our Resources: A Strategy for England” [2018]* recognises the need to support more reuse, repair and remanufacture of products, with the aim of extending the life of products and preserving natural capital. This aim can be met through encouraging reuse at Household Waste Recycling Centres (HWRCs), where there is an opportunity to identify and segregate good quality products that are suitable for reuse. The document outlines that it is in the interests of Local Authorities to promote more reuse as more income can be generated from selling on quality working goods rather than recycling them. Similarly, selling such items can save Local Authorities on the cost of disposal, including landfill tax.
- 6.4 These national and local policies recognise that increasing the ability of residents to recycle and reuse will result in environmental and economic benefits, while also reducing the amount of waste going to landfill. Encouraging and enabling the reuse of products, particularly through the provision of services at Household Waste Recycling Centres, is a key objective at both national and local level to support sustainable waste management and contribute to the goals of sustainable development. The provision of such facilities is therefore considered to provide social, environmental and economic benefits to local communities and the District, and this is of great weight in the consideration of the current proposal.
- 6.5 Policy 10 of the Horsham District Planning Framework (HDPF) states that sustainable rural development and enterprise within the District will be encouraged in order to generate local employment opportunities and economic, social and environmental benefits for local communities. In the countryside, development which maintains the quality and character of the area, whilst sustaining its varied and productive social and economic activity will be supported in principle. In addition, Policy 26 of the HDPF states that outside built-up area boundaries, the rural character and undeveloped nature of the countryside will be protected against inappropriate development. Any proposal must be essential to its countryside location, and in addition meet one of the following criteria: support the needs of agriculture or forestry; enable the extraction of minerals or the disposal of waste; provide for quiet information recreational use; or enable the sustainable development of rural areas. In addition, proposals must be of a scale appropriate to its countryside character and location. Development will be considered acceptable where it does not lead, either individually or cumulatively, to a significant increase in the overall level of activity in the countryside, and protects and/or conserves, and/or enhances, the key features and characteristics of the landscape character area in which it is located.
- 6.6 Policy HB1 of the Draft Horsham Blueprint Business Plan states that development proposals outside the proposed built-up area boundary will not be permitted unless: it is in accordance with the development plan policies on appropriate uses in the countryside; or it relates to necessary utility infrastructure; or it is on sites allocated for those uses in the Horsham District Planning Framework or its successor.
- 6.7 The proposal would operate in conjunction with the Household Waste Recycling Facility, and would provide an additional waste disposal and recycling service for residents of the District. While recognised that the proposal would be located outside of the established boundary of the Amenity Tip, it has been confirmed that this location was considered but Viridor (the site operator) did not wish to support the scheme on their site. Should the initiative prove successful, it is hoped that it could be located within the site on a long-term basis. The proposal would however be located within the established boundaries of the Hop Oast Park and Ride, which is located immediately to the east. This is an established community facility, which provides parking and bus services to the Town Centre. Given the nature and character of the Park and Ride Facility, and the relationship with the adjoining Waste and Recycling Facility, it is not considered that the proposal would result in a significant increase in activity within the countryside location.
- 6.8 It is acknowledged that the proposal would reduce the capacity of the Park and Ride Facility, with the land subject of the intended use resulting in a loss of approximately 4no. parking

spaces. It is however recognised that the Park and Ride facility does not operate at capacity, with the loss of the small number of parking spaces not considered to detrimentally affect the overall operation of the facility. Furthermore, the proposal would result in environmental, economic, and social benefits, while also supporting sustainable waste management and contributing to the goals of sustainable development. The proposal is therefore considered to result in public benefit that would outweigh the limited harm arising from the loss of the parking spaces.

- 6.9 The development would support the strategic objectives for waste reduction in the county and would facilitate the aim of reducing waste and encouraging reuse and recycling as outlined within local and national policy. The facility would provide environmental, economic, and social benefits to local communities and the District, and this is of great weight in the consideration of the current application. While located outside of the built-up area boundary, the proposal would be within the boundaries of an established community site, and would be of a scale and nature that would not result in a significant increase in activity within the countryside location. The proposal would result in public benefit that would outweigh the limited harm arising from the small loss of parking spaces, and it is therefore considered that the proposal is acceptable in principle, subject to all other material considerations.

Landscape Character and Visual Amenity

- 6.10 Policies 25, 32 and 33 of the HDPF promote development that is of a high quality design, which is sympathetic to the character and distinctiveness of the site and surroundings. The landscape character of the area should be protected, conserved and enhanced, with proposals contributing to a sense of place through appropriate scale, massing and appearance. Policy 2 of the HDPF recognises that the rural character and landscape of the District should be retained, with development around the edges of existing settlements managed to prevent the merging of settlements and the protection of the rural character and landscape.
- 6.11 Policy HB3 of the draft Horsham Blueprint Business Plan states that development is expected to preserve and enhance the Character Area in which it is located. The design of new development should take account of the local context and reflect the character and vernacular of the area, using architectural variety in form and materials, in order to avoid building design that is inappropriate to the Plan area. Innovation in design will be supported, however, where this demonstrably enhances the quality of the built form in a character area. Policy HB4 continues that development is expected to demonstrate a high quality of design, which responds and integrates with its surroundings, meets the changing needs of residents and minimises the impact on the natural environment.
- 6.12 While recognised that the proposed storage container would be of limited aesthetic and visual quality, the container would be read in the context of the Park and Ride facility and would serve a functional purpose. The container would be modest in scale and would sit along the perimeter of the site. Given this context, it is not considered that the storage container would be overtly visible or readily apparent from wider view. Furthermore, while recognised that the proposed container would result in some visual impact, given the enclosed nature of the site, and its relationship with the Hop Oast Depot and Waste and Recycling facility, it is not considered that the resulting harm would be of such a degree to justify a reason for refusal on visual amenity grounds. It is also recognised that the proposal would result in economic and public benefits, and this is of weight in the consideration of the proposal. On the balance of these considerations, the proposal is considered to be of an acceptable scale and siting, with the public benefits arising from the development considered to outweigh the limited harm to the landscape character and visual amenity of the site and surroundings.

Amenity Impacts

- 6.13 Policy 32 of the HDPF states that development will be expected to provide an attractive, functional, accessible, safe, and adaptable environment that contributes a sense of place both in the buildings and spaces themselves. Policy 33 continues that development shall be required to ensure that it is designed to avoid unacceptable harm to the amenity of occupiers/users of nearby property and land.
- 6.14 Given the nature of the site and surroundings, and the modest scale of the proposal, it is not considered that the proposal would result in harm to the amenities of nearby residential properties or users of land. It is however considered reasonable to impose conditions on the nature of use and hours of operation to ensure that the proposal reflects the use and restrictions on the wider site. Subject to these conditions, the proposal is considered to accord with Policies 32 and 33 of the Horsham District Planning Framework (2015).

Highways Impacts

- 6.15 Policies 40 and 41 of the HDPF promote development that provides safe and adequate access, suitable for all users.
- 6.16 The loss of parking capacity at the site has previously been considered under planning reference DC/16/1633, where the temporary change of use to allow for the parking of refuse and recycling vehicles was proposed. The Transport Statement submitted at the time outlined that the car park generally operates at around 25% capacity, peaking at 60-70% on busy shopping days (primarily at weekends). This supports the assertion of the Applicant that the existing facility operates below capacity, with the proposal not considered to substantially affect the availability of car parking within the facility.
- 6.17 Given the modest scale of the proposed development, which would result in only a small loss of parking spaces, it is not considered that the proposal would result in detrimental impact to the existing facility. WSCC Highways have raised no objection to the proposal and it is not considered that the proposal would have a detrimental impact on the safety or function of the highway network. The proposal is therefore considered to accord with Policies 40 and 41 of the Horsham District Planning Framework (2015).

Conclusion

- 6.18 The development would support the strategic objectives for waste reduction in the county and would facilitate the aim of reducing waste and encouraging reuse and recycling as outlined within local and national policy. The facility would provide environmental, economic, and social benefits to local communities and the District, and this is of great weight in the consideration of the current application. While located outside of the built-up area boundary, the proposal would be within the boundaries of an established community site, and would be of a scale and nature that would not result in a significant increase in activity within the countryside location. The proposal would result in public benefit that would outweigh the limited harm arising from the small loss of parking spaces, and it is therefore considered that the proposal is acceptable in principle, subject to all other material considerations.
- 6.19 It is recognised that the proposed container would result in some visual impact, however given the enclosed nature of the site, which is read in the wider context of the Hop Oast Depot and Waste and Recycling facility, it is considered that the harm would be limited. The proposal is considered to be of an acceptable scale and siting, with the public benefits arising from the development considered to outweigh the limited harm to the landscape character and visual amenity of the site and surroundings. Furthermore, given the nature of the site and surroundings, and the modest scale of the proposal, it is not considered that the proposal would result in harm to the amenities of nearby residential properties or users of land or the safety and function of the public highway.

- 6.20 On the balance of these considerations, the proposal is considered to accord with all relevant local and national planning policies.

7. RECOMMENDATIONS

- 7.1 To approve the application, subject to the following conditions:

Conditions:

1 **Approved Plans**

- 2 **Standard Time Condition:** The development hereby permitted shall begin before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 3 **Regulatory Condition:** The development hereby approved shall be used for the storage and distribution of furniture in connection with the Horsham District Council Re-Use Initiative only.

Reason: In the interests of the amenities of the locality and in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 4 **Regulatory Condition:** The premises shall not be open for trade or business except between the hours of 09:00 and 18:00.

Reason: To safeguard the amenities of neighbouring properties in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 5 **Regulatory Condition:** The premises shall operate in strict accordance with the Traffic Management Plan submitted on 25/05/2021.

Reason: To safeguard the amenities of neighbouring properties in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 6 **Regulatory Condition:** No external storage of any materials or waste shall take place at any time.

Reason: To safeguard the amenities of the locality in accordance with Policies 32 and 33 of the Horsham District Planning Framework (2015).

- 7 **Regulatory Condition:** No external lighting or floodlighting shall be installed other than with the permission of the Local Planning Authority by way of formal application.

Reason: In the interests of the amenities of the locality and in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 8 **Regulatory Condition:** When the Horsham District Council Re-Use Initiative hereby permitted ceases to be operational, the storage container and associated paraphernalia shall be removed from the site and the land returned to its former condition and use.

Reason: In the interests of the amenities of the locality and in accordance with Policy 33 of the Horsham District Planning Framework (2015).