

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Regulatory Committee
Date:	12 January 2011
Title:	Erection of a Waste Reception Building and changes to internal layout in Units 1, 2, 3, 4, 5 and 8 and permanent use of Units 1, 2, 3, 4, 5 and 8 for waste recycling and transfer activities, including the recycling and transfer of non putrescible construction, demolition, commercial, industrial and municipal waste at Eversley Haulage Park, Brickhouse Hill, Eversley, Hook, Hampshire RG27 0PZ (Application No: 10/02547/CMA) (Site Ref: HR085)
Reference:	2479
Report From:	Head of Planning and Development

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1. Executive Summary

- 1.1. The proposal is for the construction of a new waste reception and recycling building, relocation of offices and weighbridges and changes to internal layout and permanent use of Units 1, 2, 3, 4, 5 and 8 at the Eversley Haulage Park for waste recycling and transfer, including the recycling and transfer of putrescible, construction, demolition, commercial, industrial and municipal waste.
- 1.2. The main issues are the planning status of the site, the nature conservation impact in relation to the adjacent designations, the visual impact of the new building and the impacts in terms of traffic, noise, dust and drainage.
- 1.3. The existing waste recycling and transfer facility within the Haulage Park has developed without causing significant adverse impacts for the local environment or local amenity, and provides an important waste facility in north Hampshire. The site is previously developed land (DC13) and the proposed large building to enclose much of the waste recycling and transfer activity would be beneficial environmentally and for local amenity (DC8) and would not be unacceptably visually intrusive (DC3). The proposal is acceptable in highway terms (DC6) and drainage (DC10). In relation to nature conservation the proposals are not likely to have a significant effect on Thames Basin Heath Special Protection Area (SPA), not have an adverse

impact on the nearby Site of Special Scientific Interest (SSSI) nor adversely impact on European protected species (DC3, DC7).

2. Site

- 2.1. The site, as shown on the attached plan, comprises an area of about 1.9 hectares within Eversley Haulage Park. The proposal is for the construction of a new waste recycling/transfer building, relocation of offices and use of Units 1, 2, 3, 4, 5 and 8 for waste recycling, transfer and ancillary uses.
- 2.2. Eversley Haulage Park is adjacent to the active Eversley Quarry and the Thames Basin Heaths SPA and Castle Bottom to Yateley and Hawley Commons SSSI. Access to the site is from the A327 via the existing Eversley Haulage Park entrance. The nearest house is Hawkers Lodge, which is on the opposite side of the A327 from the Eversley Haulage Park entrance.

3. Planning history

- 3.1. The site has a Certificate of Lawful Use issued by Hart District Council for a haulage depot, subsequent temporary permissions have been granted for waste transfer and recycling, and ancillary development including offices, weighbridge and vehicle maintenance workshop. These are as follows:
 - (i) **HDC/21956/CLE** – Certificate of lawful use for use as a haulage depot. **Granted** 26 October 1992;
 - (ii) **02/00677/CMA** – Use of land for recycling of inert material to produce soils and secondary aggregates, including installation and use of crushing and screening equipment. Unit 4. **Granted** 9 January 2002. (Temporary to 31 December 2003);
 - (iii) **03/01582/CMA** – An extension of time. Unit 4. **Granted** 21 October 2004 (Temporary to 31 December 2005);
 - (iv) **04/01305/CMA** – Use of Unit 4 and Unit 8 for the recycling of construction and demolition waste, including replacement of portacabin offices, and the installation and use of a waste sorting plant. **Granted** 21 October 2004 (Temporary to 31 December 2010);
 - (v) **05/01493/CMA** – Use of land for the storage of secondary aggregates, recycled materials and skips for a temporary period to coincide with associated recycling activities on neighbouring land plus the erection and use of replacement vehicle workshops. Units 1 and 2. **Granted** 29 September 2005 (Temporary to 31 December 2010);
 - (vi) **08/00603/CMA** – Use of site for weighbridge, associated office facilities and ancillary aggregates storage facility with existing waste recycling

facility. Unit 3. **Granted** 25 April 2008. (Temporary to 31 December 2010).

4. Proposal

4.1. The proposal is for the erection of a waste reception building and changes to internal layout in Units 1, 2, 3, 4, 5 and 8 and permanent use of Units 1, 2, 3, 4, 5 and 8 for waste recycling and transfer activities, including the recycling and transfer of putrescible, construction, demolition, commercial, industrial and municipal waste.

4.2. The proposals in detail are:

- (i) to relocate the existing two storey portacabin office from Unit 8 to Unit 1 close to the site entrance, together with relocated staff/visitor car park;
- (ii) use of Unit 8 for lorry parking, and lorry driver parking;
- (iii) use of Unit 5 for skip storage, storing recycled products and on site processing such as wood and green waste shredding and occasional crushing;
- (iv) to relocate the weighbridge and weighbridge office;
- (v) to construct a new building measuring 80 metres by 30 metres by 15 metres high to eaves (16.6 metres to ridge). The building would have a two metre high brick base then metal sheeting to the roof. The roof would be fitted with translucent panels to allow in light. The building would house the waste reception area, trammel and picking stations. The loading and unloading of bulkers would take place within the building;
- (vi) the operating hours of 0600 to 2000 Monday to Friday and 0600 to 1300 Saturday (no working on Sundays or public holidays) would remain the same as they currently are; and
- (vii) throughput of site would remain within the existing limit of 120,000 tonnes per year.

4.3. The site has an environmental permit issued by the Environment Agency, this is proposed to be amended by extending the area and range of waste to include green waste and municipal waste.

4.4. The planning application is accompanied by a Planning Supporting Statement, Design and Access Statement, Noise Assessment, Flood Risk Assessment, and Ecological Baseline and Impact Assessment.

4.5. The Noise Report concluded that the assessment has shown that predicted noise levels at all of the locations are lower when the picking line and trammel screen are housed in the proposed waste reception building. In

comparing existing levels with predicted levels to include the proposed building the difference was 4.9 dB lower at Hawkers Lodge, 5.1 dB lower on the western site boundary and 3.9 dB lower on the Southern boundary.

- 4.6. The Flood Risk Assessment concluded that the site is at low risk of flooding and meets requirements.
- 4.7. The Ecological Baseline and Impact Assessment concluded that there would be no habitat loss from Thames Basin Heath SPA nor from Castle Bottom to Hawley Commons SSSI and the construction of the building would be of minor positive significance in reducing potential for dust and noise. In relation to legally protected species there would be no loss of habitat for Annex 1 birds and there would not be an increase in noise disturbance, and no residual impacts were identified. A Bat Survey and Evaluation Report was attached as an Appendix, which concluded that there were low levels of noctule and soprano pipistrelle commuting along the eastern boundary and no evidence of any bat roosts in the buildings on site. The redevelopment would not alter the baseline conditions for bats.
- 4.8. The proposal has been 'screened' under the Environmental Impact Assessment Regulations and is not an 'EIA Development'.

5. Development Plan

- 5.1. South East Plan Policy W17 is relevant.
- 5.2. Hampshire, Portsmouth, Southampton and New Forest National Park Minerals and Waste Core Strategy (July 2007) policies DC2 (Sites with International and national Designations), DC3 (Impact on landscape and townscape), DC6 (Highways), DC7 (Biodiversity), DC8 (Pollution, health, quality of life and amenity), DC13 (Waste Management and Recycling (including Aggregate Recycling Facilities) and DC22 (Additional Plant, Buildings and Minor Development are relevant.

6. Consultations

- 6.1. **Councillor Simpson** has been informed.
- 6.2. **Hart District Council** raises objections on the following grounds:
 - (i) the site is located within 400 metres of the Thames Basin Heath SPA and Castle Bottom to Hawley Commons SSSI. In the absence of any evidence that the test of no alternatives under Regulation 62 of The Conservation of Habitats and Species Regulations 2010 can be satisfied, or evidence that there are grounds of over-riding public interest, the proposed development, either alone or in combination with other plans or projects, would be likely to have a significant effect on the SPA. As such the proposal is contrary to saved policies CON1 and CON2 in the Hart District Replacement Local Plan and contrary to policy NRM6 in the South East Plan; and

- (ii) the proposed building would have a harmful impact on the character and appearance of the countryside due to its excessive height and length. As such the proposal is contrary to saved local plan policies RUR2 and GEN1.

6.3. **Environmental Health Officer Hart District Council** - no comments received.

6.4. **Environment Agency** - no comments received.

6.5. **Highway Authority** commented that the site is located on the A327, Fleet Road, which is identified in the Hampshire Local Transport plan as part of the strategic road network which provides links to Reading and Farnborough, and to Basingstoke and M3 junction 5 via the A30. This application does not propose to extend the current working hours, nor increase the licensed 120,000 tonnes per annum of waste that comes into the site. This application does not represent an increased impact upon the surrounding highway network as there is to be no change in the number or type of vehicles using the site, therefore has no objection subject to conditions.

6.6. **Natural England** commented that the application site is in close proximity to Castle Bottom to Yateley and Hawley Commons SSSI, Bramshill SSSI and Thames Basin Heath SPA and welcome the submission of the ecological assessments. They consider that the application, as submitted, should not adversely affect the interest features of Castle Bottom to Yateley and Hawley Commons SSSI or Bramshill SSSI and is supportive of the proposed construction of a new waste reception building and reiterates previous comments that, subject to the continuation of the approved mitigation measures, the recycling operations will not cause deterioration of habitats supporting the Annex 1 birds within the SPA. Their statutory consultation response under provisions of Article 10 of the Town and Country Planning (General Development Procedure order) 1995, Section 28 of the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2010 is to raise no objection to this proposal.

6.7. **Eversley Parish Council** objects to the application on the following grounds:

- (i) the proposed waste reception building would be massive and is on a prominent site in the open countryside. The proposed building is more than twice as high and more than six and a half times the volume of the existing workshop, which is itself a large and intrusive building;
- (ii) there is insufficient space on site to provide any form of landscaping or shielding to help disguise the enormous building;
- (iii) there is an existing problem of surface water runoff from the site into the roadside ditch, which causes flooding of the adjacent highway. This existing problem would be exacerbated by any increases in the built development and impermeable hard standing on site;

- (iv) the site access, being close to an existing highway junction, is inherently dangerous and any increase in HGV traffic or intensification of the use of the site is likely to increase this danger;
- (v) there should be no permitted “municipal waste” use on the site as it is entirely unsuitable for use as a publically accessed civic Amenity Site for either waste or recycling. Such sites often have queues of traffic waiting to enter the site, particularly at weekends, and this site affords no safe areas for waiting traffic; and
- (vi) the Parish Council welcomes the intention to bring the majority of the site back into a controlled use, but considers that the site is too small and inappropriately located for the form and level of use proposed.

7. Representations

- 7.1. One letter has been received from a local resident commenting that there are current flooding problems experienced with surface water from the site and problems further development may cause.

8. Commentary

- 8.1. The applicant has developed the waste recycling and transfer facility over a number of years and it is an important waste facility in north Hampshire. However the planning permissions have been for a temporary period and the current proposals are to extend and reorganise the facilities (including the construction of a large building) and to make the facility permanent. The main issues are the planning status of the site, the nature conservation impact in relation to the adjacent designations, the visual impact of the new building and the impacts in terms of traffic, noise, dust and drainage.
- 8.2. In relation to the planning status the Eversley Haulage Park has a Certificate of Lawful Use for haulage use, consequently it has a permitted commercial use. The Haulage Park comprises eight units which have all been in use for various haulage and storage activities in addition to the permitted waste uses. As the site is permitted employment land developed for commercial use the proposals for waste recycling and transfer are in accordance with policy DC13.
- 8.3. The site is adjacent to the Thames Basin Heath SPA and Castle Bottom to Yateley and Hawley Commons SSSI, therefore the nature conservation impacts need to be assessed. The application includes an Ecological Baseline and Impact Assessment which concluded that the use of the building to house some of the waste activities would have a minor positive impact in reducing potential for dust and noise, and the proposals would not be likely to have a significant effect on the SPA. In relation to European protected species there would be no loss of habitat for Annex 1 birds and general breeding birds and the bat survey and evaluation report concluded

that there was no evidence of bat roosts within the existing buildings, and the proposals would not alter the existing baseline conditions for the low levels of noctule and soprano pipestrelle bats recorded along the eastern boundary of the site. Therefore it is considered that there are no ecological impacts likely to occur as a result of the proposals. In respect of Hart District Council's objection, it is not considered likely that there would be a significant impact for the SPA. It is also noted that Natural England, in its consultation response, refers to the Conservation of Habitats and Species Regulations 2010 and raises no objection. Therefore, in relation to nature conservation issues, the proposals comply with the requirements of policies DC2 and DC7.

- 8.4. The proposals include the relocation of the existing office building and the construction of a large building to house waste recycling and transfer activities. The office building would be relocated close to the entrance to the Haulage Park, which is a better location for the efficient running of the waste facility. This two storey building would not be visually prominent being located next to the existing landscaped bank alongside the A327. The new recycling/transfer building is very large and would be visible from outside the site. However it is set back at the rear of the site with a background of mature trees. Views across from the south would be quite open as the adjacent area within Eversley Quarry is the current working area for sand and gravel extraction. However once extraction and restoration have been carried out the area will be commercial forestry and so views across the area will be significantly reduced. Taking this restoration into account it is not considered that the building would be visually intrusive and would be acceptable in the wider countryside landscape. Therefore the proposals comply with policy DC3.
- 8.5. The extension to the waste recycling and transfer facility is to enable more efficient and effective recycling and would not increase the amount of waste handled, although extending the range of waste. Consequently there would not be an increase in lorry traffic associated with the site, and it is noted that the Highway Authority raises no objection. It is also noted that the site has been operating for several years without plant being enclosed and without giving rise to any significant complaints. The housing of much of the waste activity within the new proposed building will reduce amenity impacts by containing noise and dust. The Noise Report confirms that enclosing the trammel and picking station would reduce the noise levels by between 4dB and 5dB when measured at the boundary of the site and at Hawkers Lodge. There have been comments about surface water from the Eversley Haulage Park causing flooding on the highway and neighbouring property. However the proposals include improved drainage, and a condition can be included to secure satisfactory drainage. Consequently the highway impact would be acceptable (DC6) and the proposals would be acceptable in terms of amenity impact (DC8) and the drainage issue can be satisfactorily addressed by an appropriate condition (DC10).
- 8.6. In conclusion the existing waste recycling and transfer facility within the Haulage Park has developed without causing significant adverse impacts for

the local environment or local amenity, and provides an important waste facility in north Hampshire. The site is previously developed land (DC13) and the proposed large building to enclose much of the waste recycling and transfer activity would be beneficial environmentally and for local amenity (DC8) and would not be unacceptably visually intrusive (DC3). The proposal is acceptable in highway terms (DC6) and drainage (DC10). In relation to nature conservation the proposals are not likely to have a significant effect on the Thames Basin Heath SPA, not have an adverse impact on the nearby SSSI nor adversely impact on European protected species (DC3, DC7).

9. Recommendation

- 9.1. That permission for the erection of a Waste Reception Building and changes to internal layout in Units 1, 2, 3, 4, 5 and 8 and permanent use of Units 1, 2, 3, 4, 5 and 8 for waste recycling and transfer activities, including the recycling and transfer of non putrescible construction, demolition, commercial, industrial and municipal waste at Eversley Haulage Park, Brickhouse Hill, Eversley, Hook, Hampshire RG27 0PZ (Application No: 10/02547/CMA) be granted, subject to the conditions listed in Integral Appendix B.

Links to the Corporate Strategy

Hampshire safer and more secure for all:	no
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

Erection of a Waste Reception Building and changes to internal layout in Units 1, 2, 3, 4, 5 and 8 and permanent use of Units 1, 2, 3, 4, 5 and 8 for waste recycling and transfer activities, including the recycling and transfer of non putrescible construction, demolition, commercial, industrial and municipal waste at Eversley Haulage Park, Brickhouse Hill, Eversley, Hook, Hampshire RG27 0PZ (Application No: 10/02547/CMA)

Planning and Development
First Floor
Elizabeth II Court West
The Castle
Winchester

CONDITIONS

Commencement

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

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

Protection of Water Environment

2. Within one month of the date of this consent a revised surface water drainage scheme for the site shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall be implemented as approved within one month of approval.

Reason: To prevent pollution to the water environment.

3. Any facilities for the storage of oils, fuels or chemicals shall be sited on impervious bases and surrounded by impervious bund walls. The bund capacity shall give 110% of the total volume for single and hydraulically linked tanks. If there is multiple tankage, the bund capacity shall be 110% of the largest tank or 25% of the total capacity of all tanks, whichever is the greatest. All filling points, vents, gauges and sight glasses and overflow pipes shall be located within the bund. There shall be no outlet connecting the bund to any drain, sewer or watercourse or discharging onto the ground. Associated pipework shall be located above ground where possible and protected from accidental damage.

Reason: To prevent pollution of the water environment.

Hours of Working

4. Unless otherwise agreed in writing by the Waste Planning Authority, no lorries shall enter or leave the site, and no operations shall take place within the site except between 0600 and 2000 hours Monday to Friday and between 0600 and 1300 hours on Saturday, and not at all on Sunday and recognised public holidays.

Reason: In the interest of local amenity.

Noise, Dust and Odour

5. Prior to development commencing an Environmental Management Scheme for the control of noise, dust and odour at the site shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall be implemented as approved for the duration of the site's operation.

Reason: In the interests of local amenity.

Highways

6. Measures shall be taken to prevent mud from vehicles leaving the site being deposited on the public highway the measures shall be implemented for the duration of the operation of the site.

Reason: In the interest of highway safety.

7. Details of provision to be made for parking and turning on site of operatives and construction vehicles during the contract period shall be submitted to and approved by the Waste Planning Authority in writing and fully implemented before development commences. Such measures shall be retained for the duration of the construction period.

Reason: In the interest of highway safety.

Storage

8. No outside stockpiles of waste or processed materials shall exceed four metres in height.

Reason: In the interest of local amenity.

Use of workshop

9. The use of the vehicle workshop shall be restricted to work on vehicles plant and equipment operated by R Collard Ltd.

Reason: In order to limit traffic in the interests of local amenity.

Materials

10. Details of the materials and finishes to be used for the external walls and roofs of the proposed buildings shall be submitted to and approved by the Local Planning Authority in writing before the development commences.

Reason: In the interests of visual amenity and to secure a satisfactory development.

*Annexe to Reasons for Conditions
(as required by Article 22 of the Town and Country Planning
(General Procedure) Order 1995 – as amended)*

SOUTH EAST PLAN (May 2009)

Policy W17: Location of Waste Management Facilities

Waste development documents will, in identifying locations for waste management facilities, give priority to safeguarding and expanding suitable sites with an existing waste management use and good transport connections. The suitability of existing sites and potential new sites should be assessed on the basis of the following characteristics:

- (i) good accessibility from existing urban areas or major new or planned development;
- (ii) good transport connections including, where possible, rail or water;
- (iii) compatible land uses, namely:
 - (a) active mineral working sites;
 - (b) previous or existing industrial land use;
 - (c) contaminated or derelict land;
 - (d) land adjoining sewage treatment works;
 - (e) redundant farm buildings and their curtilages;
- (iv) be capable of meeting a range of locally based environmental and amenity criteria.

Waste management facilities should not be precluded from the Green Belt. Small-scale waste management facilities for local needs should not be precluded from Areas of Outstanding Natural Beauty and National Parks where the development would not compromise the objectives of the designation.

**HAMPSHIRE PORTSMOUTH SOUTHAMPTON AND NEW FOREST
MINERALS AND WASTE CORE STRATEGY (July 2007)**

DC2 - Sites with International and National Designations

Minerals and waste development, which is likely to prejudice the purpose of the following designated sites and their settings, will not be permitted unless the reasons for development outweigh the likely adverse impact, taking into account the requirements of relevant legislation and guidance.

Internationally Designated Sites:

European Sites (Special Protection Areas, proposed Special Protection Areas, Special Areas of Conservation, proposed Special Areas of Conservation) and Ramsar sites (Wetlands of International Importance);

Nationally Designated Sites:

The New Forest National Park, the proposed South Downs National Park and Areas of Outstanding Natural Beauty; National Nature Reserves, Sites of Special Scientific Interest; Scheduled Ancient Monuments; Listed Buildings, and sites on the National Register of Parks and Gardens of Special Historic Interest; Registered Battlefields.

In all cases, applications will be subject to the most rigorous examination.

DC3 - Impact on Landscape and Townscape

Minerals and waste development will only be permitted if due regard is given to the likely visual impact of the proposed development and its impact on, and the need to maintain and enhance, the distinctive character of the landscape or townscape. If necessary, additional design, landscaping, planting and screening, including planting in advance of the commencement of the development, should be proposed.

DC6 – Highways

Major mineral extractions, landfills and ‘strategic’ recycling, aggregate processing and recovery and treatment facilities, will be permitted provided they have a suitable access to and/or route to the minerals and waste lorry route as illustrated on the Key Diagram.

In all cases, minerals and waste development will only be permitted if it pays due regard to the likely volume and nature of traffic that would be generated by the proposal and the suitability of the proposed access to the site and of the road network that would be affected. Consideration should be given to highway capacity, road and pedestrian safety, congestion and environmental impact, and whether any highway improvements are required and whether these could be carried out satisfactorily without causing unacceptable environmental impact.

DC7 – Biodiversity

Minerals and waste developments will only be permitted if due regard is given to the likely effects of the proposed development on biodiversity and, where possible, proposals should conserve and enhance biodiversity. Development likely to adversely impact upon ‘regionally or locally designated sites or protected species’ – designated in adopted Local Plans or Local Development Frameworks – (including Sites of Importance for Nature Conservation [SINCs], Species of Principal Importance for Biodiversity, Regionally Important Geological Sites and

Local Nature Reserves) shall only be permitted if the merits of development outweigh the likely impact.

DC8 - Pollution, health, quality of life and amenity

Minerals and waste development will only be permitted if due regard is given to the pollution and amenity impacts on the residents and users of the locality and there is unlikely to be an unacceptable impact on health and/or the quality of life of occupants of nearby dwellings and other sensitive properties. Where necessary minerals and waste developments should include mitigation measures, such as buffer zones between the site and such properties.

DC10 - Water Resources

Non-hazardous landfill developments in areas that overlie major aquifers, and Groundwater Source Protection Zones I, II and III, and mineral extraction or inert landfill in areas that overlie major aquifers and Groundwater Source Protection Zone I will not be permitted.

All minerals and waste developments will only be permitted if they are unlikely to have an unacceptable impact on coastal, surface or ground waters and due regard is given to water conservation and efficiency.

DC11 – Flooding

Minerals and waste development will only be permitted in accordance with the conclusions of a Flood Risk Assessment. Moreover, landfill and hazardous waste facilities, in flood risk zones 3a and 3b, or development that is likely to create an unacceptable risk of off-site flooding, will not be permitted.

DC13 - Waste Management and Recycling (including Aggregate Recycling Facilities)

Waste management developments (excluding landfill) will be permitted provided that the site:

- a. Is identified as a site, or within an area suitable for waste management uses, in the Hampshire Waste Management Plan or Minerals Plans, or
- b. Re-uses/redevelops previously developed land and/or redundant agricultural and forestry buildings (including their curtilages), or
- c. Is within a planned area of large-scale development, or
- d. Is on employment land, preferably co-located with complementary activities, and
- e. Has good access to, the minerals and waste lorry route as shown on the Key Diagram, and where possible, the site enables the use of water-borne and rail freight, and
- f. In the case of recovery and treatment sites, incoming waste shall be subject to pre-treatment, either on or off site to maximise the potential for recycling,

- and where technically possible, energy will be generated and used and the by-products, including heat, will be reused or recycled, and
- g. In the case of sites providing public access, the site shall be accessible for use by disabled people.