

**HAMPSHIRE COUNTY COUNCIL****Decision Report**

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| <b>Decision Maker:</b> | Regulatory Committee   |
| <b>Date:</b>           | 18 July 2012   |
| <b>Title:</b>          | Waste Transfer Station at Unit 2 and 3, Highfield Industrial Estate, Lasham, Alton, Hampshire GU34 5SQ (Application No: 54247) (Site code EH168) |
| <b>Reference:</b>      | 4126   |
| <b>Report From:</b>    | Head of County Planning  |

**Contact name:** Kristina King

**Tel:** 01962 846496

**Email:** kristina.king@hants.gov.uk

## 1. Executive Summary

- 1.1. Planning permission is sought for a waste transfer station at Units 2 and 3, Highfield Industrial Estate, Lasham, Alton. The proposed waste streams are lamps and waste electrical and electronic equipment (WEEE), batteries, paints, paint associated material, oils, adhesives, resins and sealants, non flammable perfumes and air fresheners and aerosols. All waste is to be manually sorted within the building.
- 1.2. This planning application was considered by Regulatory Committee on 20 June 2012. The resolution was to defer determination to enable Members to attend a site visit. The site visit was carried out on 2 July 2012. To address the concerns raised about the junction of The Avenue/A339 and The Avenue/B3449 (Golden Pot junction) five years of accident data has been reviewed and is detailed within the report. Clarification regarding the nearest residential property has been provided and the previous planning consent detailed.
- 1.3. The main issues for consideration are the potential highway safety and amenity issues, the potential impact on the health, quality of life and amenity of local residents and the accordance with the land use policy.
- 1.4. Planning permission is recommended as it is considered that the proposal would be in accordance with policy as the proposal is within an existing industrial estate (DC13) (summary attached) and would not significantly impact on the health, quality of life or amenity of local residents (DC8) and would be acceptable in terms of highways safety and amenity (DC6).

## **2. Site**

- 2.1. The application site is approximately 0.4 hectares and is located on Highfield Industrial Estate, Lasham (see attached location plan) to the east of Lasham Airfield. Access to the site is directly onto the northern access road into the village of Lasham, this road leads to The Avenue (Avenue Road). The Avenue provides access to the A339 and the B3349.
- 2.2. The nearest residential property is Highfield House – illustrated on the attached plan – and is approximately 85 metres from the planning application site boundary, the house is adjacent to the wider industrial estates northern boundary. The application site is approximately 190 metres to the north of the nearest property within the Lasham Village.
- 2.3. There are nine other units on the site and there are a range of business (Use Class Order B2/B8) uses. The applicant has submitted data stating that the current vehicle movements from the wider site are estimated to be 4 x 3.5 tonne, 2.5 x 7.5 tonne, 3.5 x 18 tonne and 1 x 40 foot vehicle movements generated per day by the existing operations on site.

## **Site history**

- 2.4. The units subject of this planning application were granted planning permission in 1985 (20158/06) for unrestricted warehousing (B8 use), prior to this the units were used for agricultural storage. The units on the wider estate are of B8, B2 and B1 use.
- 2.5. In August 2011 an adjacent unit, Unit 1, was destroyed by a fire. The Hampshire Fire Service report concluded that the origin of the fire was a 200 litre drum used to transport/store batteries and that the most likely cause of the fire was a short circuit resulting in ignition of the batteries.

## **Proposal**

- 2.6. Approximately 200 tonnes of waste per annum would be imported and manually sorted by way of packing, decanting or pumping waste into bulk containers depending on volume and material type before being exported from site to a larger waste transfer facility or to a recycling or disposal facility. The waste would be sorted and stored within the units, no waste would be stored outside. The Building Layout Plan 1A details the different storage areas. Any liquid waste would be stored in bunded areas. The bunded areas would use 110% capacity double size bund trays made specifically for the purpose of containment of liquid waste.
- 2.7. The different waste streams to be handled by this site are lamps and WEEE, batteries, paints, paint associated material, oils, adhesives, non flammable perfumes and air fresheners and aerosols. The battery types would be limited to disposable alkaline, automotive lead acid, standby power supplies, power tools and portable equipment. Lithium button cells would not to be handled on site. Aerosols would not to be emptied on site, it is proposed that they will be sorted and repackaged into larger containers

for onward recycling. The building would be subdivided into work areas for each type of waste. The bunded area would use 110% capacity double size bunded trays made specifically for the purpose of containment of liquid waste. Each double tray measures 2,560 millimetre length, 1,350 millimetre width and 510 millimetre height. Each bund tray has a safety sump capacity of 1,140 litres and a uniform distribution load (UDL) of 2,500 kilos.

- 2.8. The proposed operating hours are 0700 to 1900 hours Monday to Friday with 0800 to 1300 hours on Saturday).
- 2.9. The proposal would generate the following vehicle movements:
  - (i) two 40 ton lorry movements on a bi-monthly basis;
  - (ii) two 7.5 ton lorry movements per day; and
  - (iii) twenty 3.5 ton transit vehicles per day;
- 2.10. It is proposed to use the hardstanding opposite the entrance of Units 2 and 3 for the parking of vehicles. The applicant has submitted a plan detailing the route vehicles associated with the Lamp Recycling Company would take. This directs vehicles out of the site to the north towards Avenue Road and then along Avenue Road to the A339 or the B3349. A statement has also been submitted which details how the drivers will be briefed to ensure compliance with the proposed vehicle route.
- 2.11. Following Regulatory Committee the applicant has stated that he will liaise with the Post Office to determine the units postcode. He will try to establish a new postcode for the site and also ask Satellite Navigation companies if they can make the entry route via The Avenue.

### **3. Environmental Permit**

- 3.1. It is the responsibility of the Environment Agency to regulate the activities taking place on the site via an Environmental Permit issued under the Environmental Permitting Regulations (England and Wales) 2010. The permit will ensure that appropriate measures are undertaken to prevent and minimise pollution so they do not endanger human health or harm the environment.
- 3.2. If planning permission is granted the Environment Agency will consider the proposed activities on the site. Any application to The Environment Agency for an Environmental Permit will require the submission of a management system which will need to identify how the site operators would deal with any accidents and incidents. In addition to this it will be necessary for the applicant to demonstrate that the surface water can be contained in the event of a fire to prevent the discharge of water from the site into the groundwater.

- 3.3. The applicant is proactively engaging with the Environment Agency at present and if planning permission is granted for the proposed development an application for an Environmental Permit will be submitted to the Environment Agency for consideration.

#### **4. Development plan**

- 4.1. The appropriate development plan document for consideration is the Hampshire Minerals and Waste Core Strategy (2007).
- 4.2. The relevant policies are DC6 (Highways), DC8 (Pollution, Health, Quality of Life and Amenity) and DC13 (Waste Management and Recycling (including Aggregate Recycling Facilities)).

#### **5. Consultations**

- 5.1. **Councillor Kemp-Gee** objects to the proposed development stating 'regrettably because of the Application of Thomas's of Hampshire to site eight lorries and trailers at the same site, the traffic generated by this application and Loddon's and Inter-Link, there is such a severe and cumulative build up of van and lorry movements with no traffic management plan submitted by Hampshire Highways that I have to object in that it fails to comply with DC6. Also I object on DC8 as the WPA it's Hampshire County Council's responsibility to explain to the residents what safety measures have been engaged since the severe and dangerous fire on the site last August which occasioned the evacuation of the village and exploding batteries landing in the centre of the village. The fact that, what appears to be toxic waste lying on the site is not an encouraging sign. With the reopening of the Loddon operation and the operations proposed by this application, there is little wonder that there are so many concerns resulting in a severe impact potentially on the amenity of many local residents – hence the objection under DC8.
- 5.2. **East Hampshire District Council** raise no objection subject to the inclusion of proposed conditions.
- 5.3. **East Hampshire District Council Environmental Health** raise no objection subject to the inclusion of proposed conditions.
- 5.4. **Lasham Parish Council** object to the proposed development on the grounds that it would cause additional noise and inconvenience to local residents, there would be no restriction on the type or number of vehicles passing through in the very early hours or late at night. The proposed lorry route away from the village of Lasham would cause significant disruption to the roads which are narrow and not suitable for the already heavy volume of traffic. There are concerns about the number of movements this application will generate in addition to the other operations on the Industrial Site and the operators licences which are also being applied for at present. Overall it is felt that the traffic generated would cause unacceptable

environmental impact on the village and its surrounding area and consequently does not meet the criteria of Policy DC6. The suitability of the site is questioned due to the fire which occurred in August and the impact this had. There is the potential risk that this could occur again and consequently it is considered that the impact on the health and quality of life of the occupants of the village means that the proposal does not comply with DC8.

- 5.5. **Environment Agency** raise no objection to the proposed development, it is noted that an Environmental Permit will be required from the Environment Agency.
- 5.6. **Hampshire Fire and Rescue Services** have not raised objection and indicated the need for a fire risk assessment which had been undertaken and subject to further discussion.
- 5.7. **Lasham Safeguarding** have no comment to make on the planning application.
- 5.8. **Highways Authority** have reported some concerns about the local junctions due to the number of accidents that have occurred. However very few of the accidents involved goods vehicles/commercial vehicles. Accident data for the last five years has been reviewed. There have been seven personal injury accidents that have occurred on The Avenue and one on Lasham Road in the last five years. Two of these accidents were serious but neither involved goods vehicles. Of the remaining six accidents, two involved goods vehicles but neither incident was due to inadequate road conditions. Six accidents have occurred at the Golden Pot junction in the last five years, none of these were serious and only one of the accidents have involved a commercial vehicle. Four accidents have occurred at the junction of The Avenue/A339, none of which were serious. Two of the accidents involved a commercial vehicle, one being a shunt and the other being down to driver error. The national traffic generation database TRICs was interrogated to assess the level of trips a B2/B8 operation of this size could generate with results showing that it could result in around 100 daily trips, 40 of which would be commercial vehicles of which seven could be HGVs. Local highway network survey data has been obtained and demonstrated that between 0700–1900 267 commercial vehicles (Larger Goods Vehicles [LGVs] and Heavy Goods Vehicles [HGVs]) and 1,817 cars were counted along The Avenue. Adding the proposed vehicle movements to the local traffic survey data would result in an 8.2% increase in daily commercial traffic using The Avenue or a 1.6% increase in daily total traffic using the road. However the proposed vehicle movements associated with the proposed use are lower in terms of total traffic, commercial traffic and lorry traffic than that which could be generated by the existing unrestricted B8 permission. When considering the existing unrestricted B8 use of the site and the proposed number of vehicle movements associated with this proposal it is clear that the proposed development will not result in an increase in traffic. Therefore it is not considered that there are any grounds to sustain a highway reason for refusal based on highways safety. It is

recommended that a condition is attached to ensure the applicant adhered to a lorry routing arrangement as there would be concerns if goods vehicles/commercial vehicles were to travel through the Lasham village.

## **6. Representations**

- 6.1. Thirty eight letters of objection have been received in response to this planning application.
- 6.2. The issues raised are:
  - (i) unsuitability of the road network for an increase in HGV movements thereby causing highways safety and amenity impact from vehicles travelling through the village and to Avenue Road;
  - (ii) health impact if another fire was to occur on the site;
  - (iii) set a precedent for further waste planning application;
  - (iv) noise impact from the long hours of operation; and
  - (v) impact on residents quality of life.
- 6.3. Additional comments received following the Regulatory Committee include the following:
  - (i) proximity of units 2 and 3 to the foundry;
  - (ii) the boundary of Highfield House is shared with the wider industrial estate;
  - (iii) whether CCTV cameras could be installed on the estate to enable Hampshire County Council to monitor traffic movements from the site;
  - (iv) SATNAV directs vehicles accessing the site through the village of Lasham; and
  - (v) difficulty for onsite manoeuvring if there were eight large lorries and trailers stored on site.

## **7. Commentary**

- 7.1. Policy DC13 states that proposals for waste management and recycling facilities will normally be permitted provided that the site re-uses/redevelops previously developed land and/or redundant agricultural and forestry buildings (part b). The proposal is therefore appropriately located on an existing industrial estate and accords with the policy.

- 7.2. The concerns of Councillor Kemp-Gee, the Parish Council and local residents regarding highways safety and the highways amenity impact of traffic travelling through the village of Lasham are noted. The Highways Authority would have a highways safety concern if vehicles associated with the proposal were to travel through Lasham village. Therefore it is recommended that a condition is attached to ensure commercial vehicles enter and leave the site without travelling through the village. The proposed vehicle movements travelling north, away from the village of Lasham is not anticipated to have a significant highway impact due to the low numbers and bearing in mind there are no current restrictions on traffic movements to and from the industrial estate . The access to the site is of sufficient width to accommodate the largest proposed vehicles with space within the site to enable manoeuvring thereby enabling vehicles to enter and exit the site in a forward gear.
- 7.3. The Highway Authority do have slight concerns about the junctions (the Avenue/A339 and Golden Pot junction) due to the number of accidents that have occurred. However few of the local accidents involved goods vehicles/commercial vehicles and the proposed development will not result in an increase in traffic at the junctions. The Highway Authority opinion is that there are not any grounds to sustain a highway reason for refusal based on road safety.
- 7.4. Due to the sorting process taking place manually and within the building the low levels of noise generated will be effectively attenuated and consequently it is unlikely that there will be an unacceptable impact on nearby residents. If planning permission is granted it is recommended that conditions are attached restricting working hours and that no operations take place outside the building except the loading and unloading of vehicles.
- 7.5. The concerns relating to the impact on health and quality of life are noted. However the proposed activities would be appropriately regulated by the Environment Agency and the Fire and Rescue Service. The distance from residential properties, the small scale of the operations proposed and the manner in which the waste will be sorted and containment methods for liquid waste are such that there will not be an unacceptable impact on the health or quality of life of occupants of nearby dwellings. The proposal accords with Policy DC8.
- 7.6. It is considered that the proposal would be in accordance with the policy in that the proposal is within existing buildings on an industrial estate (DC13) and would not significantly impact on the health, quality of life or amenity of local residents (DC8) and would be acceptable in terms of highways safety and amenity (DC6).

**8. Recommendation**

- 8.1. That planning permission for a waste transfer station at Unit 2 and 3 Highfield Industrial Estate, Lasham, Alton Hampshire (Application no: 54247) be granted, subject to the conditions listed in integral Appendix B.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

|  |     |
|--|-----|
| <b>Hampshire safer and more secure for all:</b>          | yes |
| Corporate Improvement plan link number (if appropriate): |     |
| <b>Maximising well-being:</b>                            | yes |
| Corporate Improvement plan link number (if appropriate): |     |
| <b>Enhancing our quality of place:</b>                   | yes |

**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.)**

DocumentLocation

Waste Transfer Station at Unit 2 and 3,  
Highfield Industrial Estate, Lasham, Alton,  
Hampshire GU34 5SQ

Elizabeth II Court West, The Castle,  
Winchester, SO23 8UD

## 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 of the Town and Country Planning Act 1990 (as amended).

### Plans and particulars

2. The development hereby permitted shall be carried out and completed strictly in accordance with the approved plans, specifications and written particulars identified within the decision notice.

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

### Hours of operation

3. Operating hours including vehicle movements (deliveries and despatches) are restricted to 0700 to 1900 hours Monday to Friday, 0800 to 1300 hours Saturdays with no work or vehicle movements occurring on Sundays or Public/Bank Holidays.

Reason: In the interests of local amenity to comply with Policy DC8 of the Hampshire Minerals and Waste Core Strategy.

### On site operations

4. No operations shall take place outside the building except the loading and unloading of HGVs.

Reason: In the interests of reducing potential noise impact and therefore protecting the local amenity to comply with Policy DC8 of the Hampshire Minerals and Waste Core Strategy.

### Highways

5. On site measures shall be taken to ensure that all HGV's shall turn right into the site, and left out of the site.

Reason: To ensure all HGVs travelling to the site use the routes identified on drawing *Proposed Commercial Vehicle Route 9 May 2012* and thus comply with Policy DC6 of the Hampshire Minerals and Waste Core Strategy.

**Miscellaneous**

6. 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.

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

**HAMPSHIRE MINERALS AND WASTE CORE STRATEGY DPD 2007**

**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.

**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.

**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 Plan, or
- b) Re-uses/redevelops previously developed land and/or redundant agricultural and forestry buildings (including their curtilages), or
- c) Is on employment land, preferably co-located with complementary activities, and
- d) 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 waterbourne and rail freight, and
- e) 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

- f) In the case of sites providing public access, the site shall be accessible for use by disabled people.