

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Regulatory Committee
Date:	11 February 2010
Title:	Development and operation of a tyre processing facility at C A Stevens & Sons (Transport) Ltd, Old Stockbridge Road, Grateley, Andover SP11 7EF (Application No: 09/02350/CMA) (Site Ref: TV237)
Reference:	1310
Report From:	Head of Planning and Development

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1. Executive Summary

- 1.1. The application is for the development and operation of a tyre processing facility at C A Stevens & Sons (Transport) Ltd, Old Stockbridge Road, Grateley.
- 1.2. The main issues discussed in the report are whether the development on land identified as countryside in the Local Plan is acceptable, along with the visual and amenity impacts, highway and public safety concerns.
- 1.3. It is concluded that the proposal would be in accordance with the development plan (summary attached) as it would not materially harm the character of the area (DC3); reuses an existing building on developed land (Policy DC 13 (b, f)); will not have any adverse impact on the amenity of local residents (Policy DC8) and; would be acceptable in terms of highway safety and convenience (DC6).
- 1.4. The proposal also accords with the ambitions of Policy S4 (Recycling and Composting) and S5 (Capacity Requirements for Recycling, Composting and Recovery and Treatment).

2. Site and proposal

- 2.1. The site comprises approximately 0.3 hectares and is within the transport and storage depot of C A Stevens Transport, Old Stockbridge Road, Grateley. The nearest dwellings are 'Full View', approximately 340 metres to the south of the site and 'Dibden Cottages', which are approximately 190 metres to the north. The remainder of houses in the vicinity are at least 365 metres from the site boundary.

- 2.2. The site lies within an existing, active transport and storage depot with a variety of ongoing activities and comprises a collection of large buildings and structures and existing hardstanding. There is a shared access onto the main road and a weighbridge adjacent to the application site.
- 2.3. The whole area within the land owner's boundary was historically a piggery and abattoir with associated storage and distribution uses. This evolved to serve as a collection depot, store and offices for the animal waste trade. Lastly the land then benefitted from a change of use of existing factories to a transport and storage depot. The site itself was included in this change to transport depot and then the building was granted permission to store ammonia nitrate in 1993.
- 2.4. The proposal is for a facility to recycle waste tyres, using a shredding plant within a large building measuring 31 metres by 24 metres by 9.5 metres. The plant will granulate waste tyres, extract the metal strips and the fabric from the tyre wall and produce a rubber crumb. The tyres will be granulated down to one millimetre 'crumb' particles utilising the shredder with built in dust suppression mechanism.
- 2.5. The resultant crumb will be packaged up and sold for use in the recycled products market. The metal strips and fabric will also be bulked up and distributed to other facilities for treatment.
- 2.6. Additional information to that in the original application was submitted by the applicant, this clarified the operational activities and noise assessment methods. Unprocessed tyres will be stored within the warehouse in bays, consistent with the fire safety precautions as outlined in national guidance. This amount will not exceed 50 tonnes in volume (approximately equivalent to 5000-6000 car tyres) at any one time. Up to 100 tonnes of the processed material (crumb/metal/fabric) will be stored within covered skips on the area of concrete hardstanding to the rear of the warehouse.
- 2.7. Access to the site is from the Old Stockbridge Road. Vehicles will access the site through the transport depot and deposit/collect the tyres. Any vehicles waiting would be accommodated within the complex. Customers are not expected to require parking, but there are approximately 40 parking spaces within the depot which would be available for use. The transport depot has a license to run 25 Heavy Goods Vehicles (HGVs) and 30 trailers with no restriction on days or hours. The site currently runs 18 HGVs daily and employs 25 staff who generate car movements throughout the week. The proposal would increase traffic numbers by an estimated six vehicles a day.
- 2.8. The proposed hours of operation are between 0700 and 1800 hours Monday to Friday, between 0730 and 1400 hours on Saturday and not at all on Sunday or recognised public holidays.
- 2.9. It is also proposed to remove 15 tall, large redundant storage tanks from the site and put up a close board wooden fence screened with planting on the site's northern boundary.

3. Planning History

- 3.1. TVN.68 - Proposed agricultural type building to cover food preparation process - National By Products Ltd, Station Yard, Grateley Station. Permission subject to conditions – 24 June 1974.
- 3.2. TVN.68/4 - Demolition of existing factory building and erection of new building to serve as collection depot, store and offices in connection with animal waste trade - Station Yard, Grateley. Permission subject to conditions – 27 August 1975.
- 3.3. TVN.68/10 Outline - Use of existing building and land as oil storage and distribution depot - National By-Products, Station Yard, Grateley.
- 3.4. TVN.68/11 - Use of existing building as warehouse - National By-Products, Station Yard, Grateley. Refused – 6 August 1981.
- 3.5. TVN.68/12 - Installation of dry batch ready mixed concrete plant in existing building - National By-Products, Station Yard, Grateley. Permission subject to conditions – 6 August 1981.
- 3.6. TVN.68/14 Change of use of existing factories to transport and storage depot - National By-Products, Station Road, Grateley. Permission subject to conditions – 19 April 1983.
- 3.7. TVN.68/15 - Erection of storage building - Stevens Transport Depot, Station Road, Grateley. Refused - 12 June 1985.
- 3.8. TVN.68/16 - Erection of agricultural storage building - Stevens Transport Depot, Station Road, Grateley. Refused – 3 December 1985. Appeal dismissed – 1 July 1987.
- 3.9. TVN.68/18 Erection of storage building - C A Stevens and Sons (Transport) Limited, Grateley. Permission subject to conditions – 16 June 1989.
- 3.10. TVN.HS.001 Ammonia nitrate storage in existing buildings – 1993.
- 3.11. TVN.00068/23 - Erection of storage building on site of existing piggeries. Allowed at Appeal – 2004.
- 3.12. 07/02133/CMAN - Concrete recycling site, to recycle concrete waste into a secondary aggregate - Withdrawn 14 October 2008.
- 3.13. 09/00083/FULLN - Erection of extension to provide storage – Pending Determination.

4. Development plan

- 4.1. Policy W17 – (Location of waste management facilities) South East Plan, (2009)
- 4.2. Hampshire Minerals and Waste Core Strategy DPD 2007:
 - (i) Policy S4 - Recycling and Composting;

- (ii) Policy S5 - Capacity Requirements for Recycling, Composting and Recovery and Treatment;
- (iii) Policy DC3 - Impact on Landscape and Townscape;
- (iv) Policy DC6 – Highways;
- (v) Policy DC8 – Pollution, Health, Quality of Life and Amenity;
- (vi) Policy DC13 - Waste Management and Recycling.

5. Consultations

5.1. **Councillor West** has been informed and chosen not to make a comment.

5.2. **Test Valley Borough Council** object as they consider that the proposal does not indicate parking for associated vehicles, any landscape assessment or proposals for landscaping and includes a substantial area of outside storage. Therefore it would cause detriment to the landscape quality and appearance of the area and is contrary to policy SET03, SET09, DES01 and DES10 of the Test Valley Borough Local Plan.

5.3. **Environmental Health Officer: Test Valley Borough Council** has no objection following the additional information received on operational activities and noise assessments methods.

5.4. The **Environment Agency** have no objection in principle to the proposal as submitted but the site is considered to be sensitive with respect to controlled waters so all precautions must be taken to avoid discharges and spills to the ground both during and after construction.

5.5. The **Highway Authority** has no objection to the proposal.

5.6. **Hampshire Fire and Rescue Service** have no objection provided the site is run as 'safely as possible' by adhering to fire safety precautions as found in the Home Office guide 'Fire Safety for Tyre Sites' and conducting a risk assessment that identifies fire hazards.

5.7. **Grateley Parish Council** have no objections after receiving the further information provided. "They would however like to make the following 'Additional Comments/Observations' - The Parish Council would wish to see greater clarity over prospective HGV movements and believes there may have been a miscalculation over anticipated annual tyre crumb output (as per the application) versus shredding and crumbing machinery capabilities as per the calculations provided".

6. Representations

6.1. As at 25 January 2010 there have been four letters of objection from residents of Grateley. The main reasons for objection are:

- (i) inappropriate development in the countryside and near residential area;

- (ii) impact on views into the site and use of garden;
- (iii) potential environmental pollution from processing activity endangering the nearby wild flora and fauna including the organic status of farmland;
- (iv) potential noise, dust, smoke and odour from processing activity;
- (v) noise from lorries and their alarms, and generators associated with existing site uses;
- (vi) potential light pollution from processing activity;
- (vii) increased traffic through the village of Grateley; and
- (viii) traffic impacts in terms of potential accidents involving pedestrians and other vehicles and damage to local houses through roads shaking.

7. Commentary

- 7.1. Whilst Test Valley Borough Council objects to the proposal on the basis that the site is defined as countryside in the Local Plan (SET 03 and SET09), it is considered that this proposal accords with the waste management principles of Policy DC13 (b, f) and those of Policy W17 of the South East Plan.. There is a long history of mixed uses, the site is situated within a building and utilises existing hardstanding of an industrial nature. Furthermore, the site is outside the main village and there is only a handful of houses within 200 metres, the nearest of these are on the other side of the railway line from the site.
- 7.2. Impacts on the surrounding landscape and character of the area are also given as reasons for concern (DES01) by the District Council and residents. However, as a result of this proposal, the site would benefit from the removal of the large redundant storage tanks, which will improve the existing skyline and the limited views into the site will be restricted by a close board wooden fence which will also offer noise attenuation. Additional planting along this northern boundary would be required by condition prior to the commencement of works which ameliorate this concern (DES10) and all tyre recycling activities will take place within the industrial unit. All storage will be contained within a single row of skips, which could be restricted to a height lower than the fencing, and so further reduce the possibility of visual intrusion. All these improvements will offer visual impact mitigation as well as reduce the noise disturbance and so are in accordance with Policies DC3 (Impact on landscape).
- 7.3. The potential for noise, dust, smoke and odour from the processing activity affecting residents enjoyment of their garden and possibly polluting the adjacent agricultural fields has been raised as a concern. However, there is no objection from the EHO or the Environment Agency and the majority of the activities will be taking place within a building. The machinery will have built in dust suppressors and will be used on concrete with the appropriate

drainage. The amenity of the neighbours is secured and the possibility of emissions is further reduced by conditions restricting the noise, hours of working and ensuring good working practices within the site and plant are maintained. It is noted that light pollution has been raised as a concern, but there is no additional lighting suggested as part of the proposal.

- 7.4. The noise from lorries and their reversing alarms has also been raised as a source of concern by local residents. Whilst it is accepted that not all vehicles visiting the site will be fitted with low noise level reversing alarms, this is deemed acceptable when the noise generated by those minor amount of vehicles is compared to the existing site usage as a transport depot and taking into account the distance of the houses from the site. Therefore the proposal is in accordance with Policy DC8 (amenity of local residents).
- 7.5. The Parish Council have queried the calculations of the processing activities and related vehicle movements and increased traffic through Grateley village with associated accident potential have been raised as objections by local residents. However, the Highway Authority has no objections to the proposal as the six vehicles a day anticipated are only small amount relative to the existing use. Even a greater number would be acceptable in the context of the surrounding uses and local road network. There is no history of accidents recorded and the small number of vehicles are not expected to have a significant affect on the structural integrity of any houses on the road side.
- 7.6. In response to the District Council's concerns, it is noted that the area designated for yard usage would offer adequate parking and the surrounding area is within the ownership of the applicant, so the parking provision is considered sufficient. Therefore, the proposal is considered as acceptable in terms of highway safety and convenience (Policy DC6).
- 7.7. The issue of fire risk has been raised as a concern by the local County Councillor and investigated. The supporting information includes a risk assessment and the operating procedures will accord with the requirements as set out by the national guidance. As this risk is found to be within satisfactory limits, Hampshire Fire and Rescue Service have no objection to the proposal and it is required to be managed under a management condition.
- 7.8. As the proposal makes provision for commercial recycling, it also accords with the ambitions of Policy S4 (Recycling and Composting) and Policy S5 (Capacity Requirements for Recycling, Composting and Recovery and Treatment).
- 7.9. In summary it is considered that although the land is identified as countryside in the Local Plan, this development reuses a large building within an industrial complex. The effects on the surrounding countryside will be negligible as the site has restricted views, will benefit from additional screening and low level outside storage will be restricted and covered. Any impact on the amenities of neighbouring properties has been assessed and found to be acceptable as the processing operations will be within a building. There is no adverse effect on the highway as anticipated traffic is minimal when compared to the existing use of the complex as a transport depot and the local network is deemed sufficient. Concerns raised over the potential for

spontaneous ignition of tyre stockpiles were allayed as the applicant will have take the requisite fire safety precautions.

7.10. Therefore, it is considered that the proposal accords with the ambitions of Policy S4 (Recycling and Composting) and S5 (Capacity Requirements for Recycling, Composting and Recovery and Treatment) and would be in accordance with the development plan as it would not materially harm the character of the area (DC3), the development reuses an existing building on developed land (Policy DC 13 (b, f)), it will not have any adverse impact on the amenity of local residents (Policy DC8) and it would be acceptable in terms of highway safety and convenience (DC6).

8. Recommendation

8.1. It is recommended that permission for the development and operation of a tyre processing facility at C A Stevens & Sons (Transport) Ltd, Old Stockbridge Road, Grateley. (Application No: 09/02350/CMAN) (Site Ref: TV237) be granted subject to the conditions appended to this report.

Links to the Corporate Strategy

Hampshire safer and more secure for all:	no
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	no
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):1.10	

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

Development and operation of a tyre processing facility at C A Stevens & Sons (Transport) Ltd, Old Stockbridge Road, Grateley, Andover SP11 7EF (Application No: 09/02350/CMA) (Site Ref: TV237)

Planning and Development Environment Department
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.

Working Programme

2. Unless otherwise agreed in writing by the Waste Planning Authority the working of the site shall be carried out only in accordance with the working scheme as detailed in 'Operating Techniques' (December 2009), letter dated 24 December 2009 and Plan CAS/A050529/PLA/02 Rev C as submitted with the application.

Reason: To enable the Waste Planning Authority to adequately control the development and to minimise its impact on the amenities of the local area.

Hours of Working

3. Unless otherwise agreed in writing by the Waste Planning Authority no heavy goods vehicles shall enter or leave the site and no plant or machinery shall be operated except between the following hours: 0700-1800 Monday to Friday and 0700-1300 Saturday. There shall be no working on Sundays or recognised public holidays.

Reason: In the interests of local amenity.

Landscape

4. Within three months of development commencing a detailed scheme of landscaping for the north perimeter of the site shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall specify the types, size and species of all trees and shrubs to be planted; details of all trees to be retained; and details of fencing/enclosure of the site, phasing and timescales for carrying out the works, and provision for future maintenance. Any trees or shrubs which, within a period of five years from the date of planting, die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species. The scheme shall be implemented within the first planting season as approved.

Reason: In the interests of visual amenity.

5. External storage of processed tyres shall not exceed 2.2 metres in height (inclusive of skips).

Reason: In the interests of visual amenity.

6. Prior to development commencing the 15 storage tanks shall be removed as detailed in Plan CAS/A050529/PLA/02 Rev C.

Reason: In the interests of visual amenity.

Environmental Protection

7. There shall no external storage of unprocessed tyres.

Reason: In the interests of the environment and visual amenity.

8. 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.

9. No sewage or trade effluent (including vehicle wash or vehicle steam cleaning effluent) shall be discharged to any surface water drainage system.

Reason: To prevent pollution of the water environment.

Noise, Dust and Odour

10. The tyre recycling plant shall only be operated within the building (as illustrated on Plan CAS/A050529/PLA/02 Rev C).

Reason: In the interests of local amenity.

11. Once the site is operational noise from the operation shall not exceed 38 dB LAeq, 1 hour (free-field) at 'Full View' and 'Dibden Cottages'.

Reason: To prevent noise disturbance to the residents of the nearest houses.

12. Prior to development commencing the acoustic wooden close board fence shall be implemented along the northern border as detailed in Plan CAS/A050529/PLA/02 Rev C.

Reason: In the interests of local amenity.

13. Prior to development commencing an inner layer of 100 millimetres of medium density (20- 40 kg/m³) mineral wool which will be applied to the inside of all external walls and the roof of the building (as illustrated on Plan CAS/A050529/PLA/03 Rev A) and held in place by an impervious material. This shall be approved by the Waste Planning Authority in writing. The

installation shall be implemented as approved for the duration of the site's operation.

Reason: To provide sound insulation of the building in the interests of local amenity.

14. Site vehicles and plant within the control of the applicant shall be fitted with low noise level reversing alarms and maintained to the appropriate standards for the duration of the hereby approved operations.

Reason: In the interests of the local amenity.

15. The operations hereby permitted shall not give rise to any dust associated with tyre processing outside the land within the control of the applicant.

Reason: In the interests of the environment and local amenities.

*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 (also known as the Regional Spatial Strategy for the South East) adopted on May 6 2009.

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: active mineral working sites previous or existing industrial land use, contaminated or derelict land, land adjoining sewage treatment works, 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 MINERALS AND WASTE CORE STRATEGY DPD 2007

S4 - Recycling and Composting

There will be a progressive increase in the average recycling and composting rates for all municipal, commercial and industrial waste to 50% in 2010; 55% in 2015 and; 60% in 2020.

S5 - Capacity Requirements for Recycling, Composting and Recovery and Treatment

Waste management capacity (including specialist facilities as detailed in Policy S7) will be provided in the period to 2020, as follows:

Recycling and Composting – facilities for the reception, storage, segregation and processing of 1.86 million tonnes a year of municipal, commercial and industrial waste (and associated bulking-up, transfer and contingency storage facilities);

Recovery and Treatment - facilities for the reception, storage and treatment of 0.93 million tonnes a year of municipal, commercial and industrial waste (and associated bulking-up and transfer facilities).

Policy 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.

Policy 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.

Policy DC13 - Waste Management and Recycling

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

- (b) re-uses/redevelops previously developed land and/or redundant agricultural and forestry buildings (including their curtilages), or
- (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.

ADOPTED TEST VALLEY BOROUGH LOCAL PLAN 2006

SET 03: Development in the countryside

Development in the countryside (ie outside the boundaries of settlements defined by Policy SET 01 and shown on the Inset Maps) will only be permitted if:

- (a) there is an overriding need for it to be located in the countryside; or
- (b) it is of a type appropriate in the countryside as set out in Policies SET 06 – 13, ESN 05-09, ESN 11, ESN 13-14, ESN 23-25 and ESN 27-33.

For developments that require a building or buildings, it must be demonstrated that in the locality there are no existing buildings:

- (a) which are adequate for the proposed use;
- (b) which reasonably could be made available;
- (c) which have been severed from an existing farm unit; or
- (d) which have recently changed from the proposed use.

SET 09: The reuse of buildings in the countryside

In the countryside, the change of use of a non-residential building will be permitted provided that:

1. The building:
 - (a) is of permanent and substantial construction, with a reasonable expectation of life;
 - (b) is not derelict and can be brought back into use or converted without substantial reconstruction or alteration; and
 - (c) is appropriate in its form and general design, and is in keeping with its rural surroundings; and
 - (d) has been in agricultural or other lawful use for at least four years.
2. The proposal is for:
 - (a) small scale employment generating uses;
 - (b) local tourist facilities which will not detrimentally affect either the character of the building or its setting, or detract from the rural amenities of the area;
 - (c) residential use, including tourist accommodation but only if:
 - (i) there is no other means of protecting and retaining the building (or its setting) which is of architectural or historic interest; or
 - (ii) there is no other means of ensuring the protection of the amenities of nearby housing and the rural environment; or

- (iii) a dwelling is essential as an integral part of a comprehensive scheme for an otherwise appropriate change of use.
3. The proposed use is restricted primarily to the building and does not require:
 - (a) replacement buildings or outside storage; or
 - (b) changes of use on the site which are not ancillary to the building being converted; or
 - (c) an extension of the curtilage of the development into the surrounding countryside; or
 - (d) ancillary uses, such as car parking, if they would have an unacceptable impact.
 4. Where an individual building has an identifiable character which contributes to the locality, the proposed conversion should respect the character of the building.
 5. The proposed use would not result in the requirement for another building to fulfil the function of the building being converted.

DES 01: Landscape character

Development will be permitted provided that:

- (a) it can be accommodated without detriment to the distinctive landscape qualities of the area within which it is located;
- (b) its visual impact is in keeping with the local character of the area; and
- (c) there is sufficient landscaping to enable the development to integrate successfully into the local environment.

Development will not be permitted where it would detract from the local landscape due to the inclusion of unnatural landscape features, such as artificial bunds, or except in the case of landmark buildings the breaking of important skylines or ridgelines.

DES 10: New landscaping

Development will be permitted provided that new hard and soft landscaping, in conjunction with the retention of existing landscape, wildlife and amenity features where appropriate, is sufficient to enable the development to integrate successfully into the local environment.