

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Regulatory Committee
<b>Date:</b>	13 March 2013
<b>Title:</b>	Retrospective application for change of use to waste transfer station at WasteCare, Units 1 and 4-6 Highfield Industrial Estate, Lasham, Alton GU34 5SQ (Application No: 20158/017) (Site Ref: EH171)
<b>Reference:</b>	4774
<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. Retrospective planning permission is sought for a change of use from B8 use to waste transfer station at WasteCare, Units 1 and 4-6, Highfield Industrial Estate, Lasham, Alton. The proposed waste streams are batteries, waste electrical and electronic equipment (WEEE), electrical and electronic equipment (EEE), oil and cooking fat, cardboard and polystyrene.
- 1.2. 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, landscape impact and the proposal's accordance with the land use policy.
- 1.3. Planning permission is recommended for approval as it is considered that the proposal would be in accordance with the development plan as it seeks to use existing buildings on an established industrial estate (DC13), would not have a detrimental visual impact on the surrounding area (DC3), 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. The units subject of this planning application were

granted planning permission in 1985 (20158/06) for unrestricted warehousing (B8 use). On the wider Highfield Industrial Estate there is a recently permitted waste transfer facility (ref 54247, granted July 2012), a foundry, offices, electrical fan maker and horse box maker.

- 2.2. In August 2011 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 the ignition of the batteries. It has been confirmed that the fire was accidental.
- 2.3. 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.
- 2.4. The nearest residential property is Highfield House, illustrated on the attached plan, and is approximately 40 metres from the planning application red line boundary. Highfield House is adjacent to the wider industrial estates northern boundary. The application site is approximately 63 metres to the north of the nearest property within the Lasham Village.

### **3. Proposal**

- 3.1. Approximately 5,500 tonnes of waste per annum are imported and manually sorted by way of packing, decanting or pumping waste into bulk containers. Following this the waste will be exported from the site to a larger waste transfer facility or to a recycling or disposal facility. Any liquid waste is stored in bunded areas. The bunded areas use 110% capacity double sized bund trays made specifically for the purpose of containment. 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.
- 3.2. The waste streams handled at the site are batteries, WEEE, EEE, oil and cooking fat, cardboard and polystyrene. The battery types are limited to disposable alkaline, automotive lead acid, standby power supplies, power tools and portable equipment. No lithium batteries are handled on site. Aerosols are not emptied on site, they are sorted and repackaged into larger containers for onward recycling. The polystyrene and cardboard is bulked up on site and stored in standing trailers or containers, situated on the slab where Unit 1 was located, then moved off site to reprocessing sites. The containers have an impermeable floor and are weatherproof. Standing trailers are also utilised for the storage of fridges which are normally removed from site on a daily basis. Storage on Unit 1 is short term in nature as the waste is in transit. The battery storage areas indicated on plan EH/394/ID/002 are monitored with thermal imaging to assess for any change in temperature.

- 3.3. The operating hours are 0700 to 1900 Monday to Friday and 0800 to 1300 on Saturday. On site there are 18 members of staff employed this includes office workers, site supervisors, warehouse and yard operators and drivers.
- 3.4. WasteCare operate eight vehicles. These are as follows:
- (a) 2 x 3.5 tonne vans;
  - (b) 2 x 7.5 tonne lorries;
  - (c) 1 x 12 tonne lorry;
  - (d) 1 x 18 tonne lorry; and
  - (e) 2 x arctic vehicles.
- 3.5. The proposal generates 12 vehicle trips per day (1 trip equates to 2 movements). The breakdown of the trips per day is:
- (a) 2 x 3.5 tonne vans = 2 trips each = total 4 trips (8 movements);
  - (b) 2 x 7.5 tonne lorries = 2 trips each = total 4 trips (8 movements);
  - (c) 1 x 12 tonne lorry = 1 trip = total 1 trips (2 movements);
  - (d) 1 x 18 tonne lorry = 1 trip = total 1 trips (2 movements);
  - (e) 2 x arctic vehicles = 1 trip each = total 2 trips (4 movements).
- 3.6. Therefore, based on a 6 day working week there are 72 trips per week. Workers park their vehicles to the north of Units 4-6. The applicant has submitted a copy of the companies Traffic Management System document which is in place. This details the instructions given to drivers for WasteCare and the route they should take when accessing the site. This directs vehicles out of the site to the north, towards The Avenue (Avenue Road) and then along The Avenue to the A339 or the B3349. The applicant has stated that they will work with the Lamp Recycling Company who run the recently approved waste transfer station to ensure that liaison is undertaken with the post office to establish a new postcode which directs vehicles away from Lasham village.

#### **4. Site History**

- 4.1. Loddon Recycling began operating the site as a waste transfer station at the Highfield Industrial Estate in 2005. A permit from the Environment Agency was obtained. Following the fire in Unit 1 in 2011 Loddon Recycling went into receivership and the company was purchased by WasteCare who have operated from the site for approximately a year. On taking over the site WasteCare were not aware that the units did not have planning

permission from the Waste Planning Authority. WasteCare were asked to submit a planning application in October/November 2012.

## 5. Development plan

- 5.1. The appropriate development plan document for consideration is the Hampshire Minerals and Waste Core Strategy (2007).
- 5.2. The relevant policies are DC3 (Impact on Landscape and Townscape), DC6 (Highways), DC8 (Pollution, Health, Quality of Life and Amenity) and DC13 (Waste Management and Recycling including Aggregate Recycling Facilities).

## 6. Consultations

- 6.1. **Councillor Kemp-Gee** comments that after careful consideration and consultation with the Parish Committee I have decided not to object to the Application provided that a number of conditions are met. It is considered as a positive move that the Applicant intends to purchase the whole of the Highfield Site and remove the substantial amount of toxic waste that has been lying on the site since the extremely hazardous fire in August 2011. I assume regular safety visits by HCC and EA officers will be made. The Applicant has I believe agreed to regular liaison meetings with the Parish Meeting and I think that should be subject to a Condition. The highways issue greatly concerns me since the supporting statement itself confirms that it will add some 8.2% to daily commercial traffic using the Avenue and leading up to the particularly dangerous Golden Pot junction with the B3349. It is considered that WasteCare should make a financial contribution and this be secured by way of condition. Please bear in mind that a formal TRO banning lorries from accessing the village is expected to be established in the forthcoming municipal year. The Village Committee also point to verge damage around the entrance to the Highfield Site requiring repair. Lastly, it must be conditioned that no HGV traffic should enter or leave the site through Lasham Village and that vans and cars should be 'encouraged' likewise to avoid the crossroads at the centre of the village.
- 6.2. **East Hampshire District Council** have been consulted on the application, no comments received.
- 6.3. **East Hampshire District Council Environmental Health** raise no objection to the proposed development.
- 6.4. **Lasham Village Committee** raise no objection to the proposed development.
- 6.5. **Environment Agency** raise no objection to the proposed development.

- 6.6. **Hampshire Fire and Rescue Services** raise no objection to the development but provide advice on the Hampshire Act 1983 Section 12 – Access for Fire Service as well as Fire fighting and the environment.
- 6.7. **Lasham Safeguarding** raise no objection to the proposed development.
- 6.8. **Highway Authority** raise no objection to the planning application.

## 7. Representations

- 7.1. Two letters of objection has been received. The issues raised are:
  - (a) unsuitability of the local road network for use by HGV's thereby causing highways safety and amenity impact;
  - (b) cumulative impact of a number of commercial planning applications being approved in the surrounding rural area;
  - (c) concern that the waste types will be environmental hazardous substances;
  - (d) inappropriate land use for the site.

## 8. Commentary

- 8.1. 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 therefore accords with the land use policy.
- 8.2. There will be slight views of the trailers and containers through the site boundary fencing from the public realm. The visual impact is not considered to be detrimental to the surrounding area due to the location of the storage area being within an established industrial estate. If planning permission is granted arrangements will be made to ensure the waste from the fire at Unit 1 will be cleared and the overall appearance of the industrial estate improved. The proposal accords with planning policy DC3.
- 8.3. The total daily trip rate from the site is below TRICS predicted data for unrestricted B8 use (31 trips per day) and therefore it is considered that the use of this site as a waste transfer station would not have an adverse affect on the operation of the local highway network. Analysis of personal injury accidents in the vicinity of the site between 2008 and 2012 does not indicate that the operation of the site has had any impact on road safety nor are there any specific patterns of accidents in relation to junction design. It is considered appropriate that measures should be taken to ensure that all commercial vehicles access the industrial site from the north, via The Avenue. Consequently the proposal is in accordance with

policy DC6. If planning permission is granted it is recommended that a condition is attached to ensure that all commercial vehicles turn left out of the site and right into the site in accordance with the Lasham Traffic Management System document.

- 8.4. The sorting and processing of the waste manually and within the building will generate low levels of noise. Noise which is generated will be attenuated by the building. Consequently it is unlikely that the amenity of local residents will be affected by the proposal. It should be noted that no complaints regarding the generation of noise have been received to date. 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.
- 8.5. The proposal is 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 with appropriate 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.
- 8.6. In accordance with the Town and Country Planning (Development Management Procedure) (England) (Amendment No.2) Order 2012 the Waste Planning Authority have worked with the agent and applicant in a positive and proactive manner. Guidance was provided on the key planning issues, and the need for a meeting with the Parish Council, County Councillor and Waste Planning Authority. The agent was made aware of the statutory consultation responses in a timely manner thereby providing the agent with the opportunity to see and ability to address the issues raised.
- 8.7. It is considered that the proposal would be in accordance with the development plan as it seeks to use existing buildings on an established industrial estate (DC13), would not have a detrimental visual impact on the surrounding area (DC3), 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).

## **9. Recommendation**

- 9.1. That planning permission for a retrospective change of use to a waste transfer station at Unit 1, 4-6 of Highfield Industrial Estate, Lasham, Alton, Hampshire (Application No: 20158/017) 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
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.)**

DocumentLocation

Retrospective application for change of use to waste transfer station at Units 1, 4-6 Highfield Industrial Estate, Lasham, Alton, Hampshire. GU34 5SQ.

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

## CONDITIONS

### Plans and particulars

1. 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

2. Operating hours including vehicle movements (deliveries and despatches) are restricted to 0700 to 1900 hours Monday to Friday, 0800 to 1300 hours on 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.

### Storage of Waste

3. No waste shall be stored outside of buildings 4-6 unless within trailers or in containers in the location of the old Unit 1 as detailed on plan EH/394/ID/001.

Reason: In the interests of protecting the local amenity and reducing the visual impact of the development to comply with policies DC3 and 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 commercial vehicles.

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 commercial vehicles associated with the development hereby approved shall turn right into the site, and left out of the site.

Reason: To ensure all commercial vehicles travelling to the site use the routes identified on the Lasham Traffic Management System document and thus comply with policy DC6 of the Hampshire Minerals and Waste Core Strategy.

### **Protection of water environment**

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.

### **Clearance of fire waste**

7. Within a month of planning permission being granted the applicant shall submit a written statement setting out the timescales for the removal of the fire waste (which is situated in the location marked Unit 1 on plan EH/394/ID/001) from the site for written approval. Site clearance shall then take place in accordance with the approved statement.

Reason: To ensure there is no detrimental visual impact on the surrounding area in accordance with DC3 of the Hampshire Minerals and Waste Core Strategy.

### **Annual Throughput**

8. There shall be no more than 5,500 tonnes per year of waste delivered to the site. A written record of tonnage entering the site associated with the permission hereby granted shall be kept onsite and shall be made available to the Waste Planning Authority for inspection upon request.

Reason: In the interest of the amenity and to ensure that the development is carried out in accordance with the approved details.

### **Advice Note**

1. There should be regular liaison undertaken between the Applicant and the Village Committee Meeting.
2. In accordance with the Town and Country Planning (Development Management Procedure) (England) (Amendment No.2) Order 2012 the Waste Planning Authority have worked with the agent and applicant in a positive and proactive manner. Guidance was provided on the key planning issues, and the need for a meeting with the Parish Council, County Councillor and Waste Planning Authority. The agent was made aware of the statutory consultation responses in a timely manner thereby providing the agent with the opportunity to see and ability to address the issues raised.

*Annexe to Reasons for Conditions*  
*(as required by Article 31 of the Town and Country Planning*  
*(Development Management Procedure) (England) Order 2010)*

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

**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.

**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 waterborne 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.