

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

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| <b>Decision Maker:</b> | Regulatory Committee  |
| <b>Date:</b>           | 18 July 2012  |
| <b>Title:</b>          | Change of use of part of existing industrial building (B2 use) to use for waste transfer (sui generis) and alterations to building to increase the height of the eaves and ridge, demolition of existing extensions and building and siting of three portacabins associated with the proposed waste transfer use at Old Park Wood Industrial Estate, Old Park Road, Bishops Sutton, Hampshire SO24 0JG (Application Number: 12/01190/HCS) (Site Ref: WR231) |
| <b>Reference:</b>      | 4125  |
| <b>Report From:</b>    | Head of County Planning   |

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## 1. Executive Summary

- 1.1. Planning permission is sought for the change of use of part of an existing industrial building (B2 use) to use for waste transfer (sui generis) and alterations to the building to increase the height of the eaves and ridge. In addition demolition of existing extensions are proposed along with the siting of three portacabins associated with the proposed waste transfer use at Old Park Wood Industrial Estate, Old Park Road, Bishops Sutton. The waste transfer station would import construction and demolition waste for on site sorting prior to exportation off site.
- 1.2. The main issues for consideration are the potential highways safety issues, the potential impact on the health, quality of life and amenity of local residents, the visual impact of the proposed alterations to the building and site layout, and that the proposal accords with the land use policy.
- 1.3. Planning permission is recommended as it is considered that the proposal would be in accordance with policy as the site is within an industrial estate (DC13) and would not significantly impact on the health, quality of life or amenity of local residents (DC8), would not have a detrimental impact on the character of the area (DC3) and would be acceptable in terms of highways safety and amenity (DC6).

## **2. Site**

- 2.1. The application site (0.52 hectares) is situated on the established Old Park Wood Industrial Estate. The industrial estate lies in open countryside approximately two kilometres to the north east of Bramdean Village and fronts Old Park Wood Road which runs approximately north to south linking the A272 and the A31.
- 2.2. The nearest residential property is situated approximately 350 metres to the south, separated by Old Park Wood. Old Park Wood is designated as a Site of Importance for Nature Conservation (SINC) and forms the southern boundary of the wider industrial estate. The South Downs National Park is approximately 450 metres to the south of the wider industrial estate.
- 2.3. The application site is situated on the lower, northern section of the industrial estate. To the north is an existing building utilised by a company specialising in the supply and maintenance of caterpillar tracks to heavy plant. The site is bounded by a retaining wall to the south. On the southern section of the industrial estate there are currently no buildings, however planning permission has recently been granted by Winchester City Council for the erection of an industrial building (09/01178/FUL). The western boundary of the site is lined by vegetation beyond which are agricultural fields. The eastern boundary fronts onto Old Park Road which is lined by mature trees and a two metre high security fence.
- 2.4. A daylight bat survey was undertaken which concluded that the main building to be converted or in the extensions to be demolished had negligible roosting opportunities for bats and it is considered highly unlikely that the buildings support roosting bats.

## **3. Proposal**

- 3.1. Planning permission is sought for the change of use of the northern part of an existing industrial building with B2 use to a skip waste transfer station (WTS). The southern portion of the building is to remain in general industrial use. The proposed skip operation seeks to meet local demand. The existing single storey extensions on the northern and southern ends of the building and the double height structure would be demolished. Material alterations to the existing building are proposed in the form of re-cladding with dark green profiled metal cladding with light green fibre cement roofing sheets. The eaves and ridge are to be increased in height at the northern end of the building and a new entrance would be created at the northern end of the building.
- 3.2. The front yard area would be retained for the parking and turning of vehicles. Two portacabins would be sited adjacent to the southern boundary of the site against the retaining wall, these portacabins would be used as a staff office. One portacabin would be sited to the north west of the existing building and would be used as a staff canteen. It is proposed that the existing eastern boundary chain link fencing would be replaced with two metre high galvanised

palisade fencing. Storage of skips, materials and equipment would take place to the west of the existing building.

- 3.3. Skips would be brought into the building through the northern entrance. Waste would then be tipped and sorted by hand and a 360 excavator. Soil and hardcore would be stored externally in the storage bunkers detailed on plan 835-03revB, this would be moved by a loading shovel. Scrap metals would be bulked up and stored in a bin also situated in the rear yard. Soil would be screened prior to exporting from the site using a soil screener, this would be operated in the rear yard approximately once a week. Recyclable materials such as paper, cardboard, plastics, wood would be cut up and baled by a screener/baler located within the building and bales stored within the building prior to exportation from the site. All other non-recyclable material would be loaded into a bulk skip within the building to be taken to landfill. There would be no concrete crushing on site and no waste stored, sorted or screened to the east of the building.
- 3.4. The proposed hours of working for the Waste Transfer Station (WTS) would be 0700 to 1800 Monday to Friday and 0700 to 1400 Saturdays with no working on Sundays or Bank Holidays. The proposal seeks to import approximately 30,000 tonnes of building and demolition waste per annum. In association with the WTS approximately 22 HGV (11 in, 11 out) movements per day would be generated with an additional 16 cars (8 in, 8 out). The waste would be brought into the site in either skip lorries or roll on/roll off vehicles and would be removed by bulker transport vehicles. In addition to this approximately 14 HGV movements per day are estimated in associated with the residual B2 use. The applicant has stated that HGVs will enter and leave the site from the north, to the A31. If vehicles need to travel to Petersfield the proposed route would utilise the strategic road network (A31, A32, A272).
- 3.5. At the Regulatory Committee Site Visit on 2 July 2012 Councillors identified that the poor surfacing of the site access was leading to muddy run off onto the highway. Consequently the applicant has subsequently confirmed that he will undertake resurfacing of the access to the site.

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

- 4.1. The relevant Development Plan Documents are the Hampshire Minerals and Waste Core Strategy (2007) (HMWCS) and Winchester District Local Plan Review (2006).
- 4.2. The appropriate policies for consideration from the HMWCS 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)). The appropriate Winchester District Local Plan Review policies is CE18 (Existing Lawful Employment Uses).

## 5. Consultations

- 5.1. **Councillor Hindson** has been made aware of the planning application and requested a site visit be undertaken by Councillors with the planning application being determined by the Regulatory Committee.
- 5.2. **Winchester City Council** raise no objection as the development is in accordance with the policies and proposals of the Winchester District Local Plan Review 2006, and other material considerations do not have sufficient weight to justify a refusal of the application.
- 5.3. **Winchester City Council Environmental Health** have no adverse comments to make and recommend that a condition is attached restricting the waste operation hours of working if planning permission is granted.
- 5.4. **South Downs National Park Authority** note the distance of the proposed site from the South Downs National Park (SDNP) boundary and identify the location of the SINC in proximity to the site and the park. They state that the road south of the site, leading into the SDNP is not suitable for HGV traffic. It is stated that as long as Hampshire County Council feel it is reasonable and enforceable to attach a condition ensuring associated HGV traffic only uses the northern part of Old Park Road then they would have no objection to the proposed development. It is stated that ideally the entrance to the site would be altered to prevent vehicles turning south, but it is acknowledged that this could be considered unreasonable on the basis that there are other existing occupants on the industrial estate to which this condition would not apply.
- 5.5. **Highway Authority** comment that the existing site has no vehicle restrictions. The TRICS database has been interrogated and it is detailed that the site could generate up to 42 Heavy Goods Vehicle (HGV) movements per day, these vehicles could turn either north or south from the site. Raise no objection subject to the inclusion of a condition ensuring vehicles travel north to the A 31 except those accessing properties with a Bramdean Village postal address, a condition ensuring mud is not deposited on the highway and a restriction on the number of HGVs leaving the site.
- 5.6. **Environment Agency** have no objection to the proposed development. It has been identified that the proposed site lies on a principal aquifer and within the groundwater Source Protection Zone 2 for the Itchen Valley Trout Farm therefore precautions must be taken both during and after development to prevent contaminants from entering the ground as these may cause pollution of groundwater. It is stated that the applicant will need to apply for an environmental permit or register for an exemption to operate.
- 5.7. **Bramdean and Hinton Ampner Parish Council** object to the proposed development due to the increase of HGV movements. It is considered the access roads are too narrow with pinch points where it would be impossible for two HGVs to pass. There is insufficient space for the HGVs to reverse back as there are too few passing places. HGVs reversing would also be extremely dangerous. It is considered that heavily laden skip lorries should

not be allowed to access the site from the A31 or A272. An HGV restriction is already in place at the narrow A272 junction with Wood Lane Bramdean.

- 5.8. **Bishops Sutton Parish Council** objects to the proposal as the proposed HGV movements will impact on the neighbouring villages. The size of the HGVs are inappropriate for the local highway network as they are very narrow. Concerns that the number of HGV movements will increase over time. Close proximity to the South Downs National Park and it is considered that vehicles will travel through the SDNP to access Petersfield.
- 5.9. **Cheriton Parish Council** have no objection to the proposed use of the site but do have concerns about an increase in traffic travelling through Cheriton.

## 6. Representations

- 6.1. Winchester City Councillor Verney, member for Cheriton and Bishops Sutton objects to the proposed development as the roads are unsuitable for HGVs. There are no passing places. There is concern that lorries approaching the site will use Satellite Navigation systems which will direct traffic through Bramdean.
- 6.2. Seven letters have been received in objection to the planning application. The main issues raised are:
- (i) highways safety due to the local road network being narrow in width, poor visibility at the site entrance;
  - (ii) impact on the character of the area due to the increase in HGV traffic;
  - (iii) proximity to the SDNP;
  - (iv) noise; and
  - (v) odour.

## 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 proposed alterations to the existing building are considered minor and in keeping with the existing appearance of the building and the adjacent building on the industrial estate. The proposed layout of the site will not have a detrimental impact on the character of the area as the storage areas are to be to the rear of the existing building and consequently screened from public viewpoints. The proposed development will not have a significant visual

impact and is therefore considered to be in accordance with Policy DC3 and CE18.

- 7.3. The concerns relating to noise and odour are noted. Due to the nature of the waste being inert, it is considered extremely unlikely that the proposal would generate an odour that would impact on the nearest sensitive receptors. The proposed hours of working are considered appropriate when taking into consideration the location of the site in relation to the nearest dwelling. To ensure the waste transfer station does not operate outside of the proposed operating hours it is recommended that a condition is attached, however it is not considered reasonable to attach a condition restricting the operation of the entire application site as the site currently operates as B2 with no restriction on hours. Considering the small scale of the operations proposed and the manner in which the waste will be sorted the proposal will not have an unacceptable impact on the quality of life of occupants of nearby dwellings. The proposal is in accordance with Policy DC8.
- 7.4. The proposed vehicle route to the north passes a few residential properties that are generally set back from the highways and the road is suitable to accommodate modest levels of lorry traffic which will also not give rise to adverse amenity impacts. The local road network travelling south is unsuitable to serve as an access. The site will have sufficient space to allow for the parking, turning, loading and unloading of lorries associated with the proposed skip waste transfer station. To ensure that the number of vehicle movements are limited and the level of activity taking place on site is controlled it is recommended that a maximum annual throughput is conditioned at 30,000tonnes per annum, rather than limit HGV numbers. The proposal is acceptable in highways terms and is therefore in accordance with policy DC6.
- 7.5. It is considered that the proposal would be in accordance with policy as the site is within an existing industrial estate (DC13) and would not significantly impact on the health, quality of life or amenity of local residents (DC8), would not have a detrimental impact on the character of the area (DC3 and CE18) and would be acceptable in terms of highways safety and amenity (DC6).

## **8. Recommendation**

- 8.1. That planning permission for Change of use of part of existing industrial building (B2 use) to use for waste transfer (sui generis) and alterations to building to increase the height of the eaves and ridge, demolition of existing extensions and building and siting of three portacabins associated with the proposed waste transfer use at Old Park Wood Industrial Estate, Old Park Road, Bishops Sutton, Hampshire (Application No: 12/01190/HCS) be granted, subject to the conditions listed in integral Appendix B.

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

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|--|-----|
| <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

Change of use of part of existing industrial building (B2 use) to use for waste transfer (sui generis) and alterations to building to increase the height of the eaves and ridge, demolition of existing extensions and building and siting of three portacabins associated with the proposed waste transfer use at Old Park Wood Industrial Estate, Old Park Road, Bishops Sutton, Hampshire SO24 0JG

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. No machinery shall be operated, no process shall be carried out and no deliveries taken at or dispatched from the site in association with the skip waste transfer station except between the hours of 0700 and 1800 Monday to Friday and 0700 and 1400 on Saturdays and at no time on Sundays and recognised public holidays, unless otherwise agreed in writing by the Local Planning Authority.

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

### On site operations

4. On site operations should take place in accordance with the site layout detailed on plan 835-03revB therefore no storage or sorting of waste or processed material shall take place to the east of the building.

Reason: In the interest of reducing noise and visual impact thereby protecting the local amenity to comply with policies DC3 and DC8 of the Hampshire Minerals and Waste Core Strategy.

5. No concrete, hardcore, asphalt/tarmacadam recovered from the transfer station operation shall be crushed on site.

Reason: In the interests of local amenities.

## Highways

6. On site measures shall be taken to ensure that all HGVs associated with the development hereby approved turn right into the site and left out of the site.

Reason: To ensure all HGVs travelling to the site use the strategic road network and thus comply with Policy DC6 of the Hampshire Minerals and Waste Core Strategy.

7. For the duration of the development measures shall be taken to clean vehicles leaving the site to prevent mud and spoil from being deposited on the public highway. Once the development has been commenced, these measures shall be used by all vehicles leaving the site and maintained in good working order for the duration of the development. No vehicle shall leave the site unless it has been cleaned sufficiently to prevent mud and spoil being carried on to the public highway.

Reason: In the interests of highway safety.

8. Prior to the commencement of development details including a plan to show the extent and specification of the hard surfacing of the access shall be submitted to the Waste Planning Authority for written approval. The hard surfacing shall then be carried out in accordance with the approved details.

Reason: In the interests of highway safety.

## Miscellaneous

9. 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.

## Annual Throughput

10. The annual throughput of waste being imported to the skip waste transfer station should not exceed 30,000 tonnes per annum. All waste transfer notes should be held on site and made available for inspection on request.

Reason: In the interests of highway safety and amenity.

*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**

**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.

**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.

## **WINCHESTER DISTRICT LOCAL PLAN REVIEW (2006)**

### **CE18 – Existing lawful employment uses**

Within existing lawful employment sites in the countryside (Use classes B1, B2 and B8), the extensions or replacement of existing buildings will be permitted where:

- (i) the site is close to an existing settlement and main transport networks (including public transport) and not in a location where continued employment use would be harmful to the local environmental or neighbouring uses;
- (ii) there will be no material increase in employment or traffic levels as a result of any increase in floorspace or built development;
- (iii) the scale and design of the proposed buildings and the site achieved substantial environmental benefits that reflect local distinctiveness and the character of the surrounding countryside.

Applicants should submit a comprehensive plan justifying their requirements, demonstrating how the proposed development meets the above criteria, and how the natural features of the site are to be managed.