

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Regulatory Committee
Date:	27 April 2011
Title:	Change of use to composite use for wood waste storage, sorting and transfer, highway salt store and bin store at Down End Quarry, Down End Road, Fareham, Hampshire PO16 8TR. (Application no: P/10/1152/MW)(FA025)
Reference:	2895
Report From:	Head of Planning and Development

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1. Executive Summary

- 1.1. The site has operated as a green waste composting facility. The applicant acknowledges that the use has created issues of odour for nearby residential areas and consequently continued use of the site for open windrow composting of green waste can no longer be considered appropriate in this location. Therefore permission for the green waste composting use will not be renewed, and a change of use is proposed to use the site for wood waste storage, sorting and transfer; bin storage and as a highway salt store.
- 1.2. The main issues are the suitability of the site for these uses, in particular concerning policy, highways, visual impact, pollution potential and amenity impact for local residents.
- 1.3. Whilst the proposals do not fully comply with the requirements of Policy DC13, as this is not a brown field site, it does reuse the existing built infrastructure. With the recent cold weather events additional highway salt storage would be beneficial and the site has the necessary infrastructure to prevent pollution to water resources (DC10). There is a need for wood waste sorting to maximise recycling and minimise landfill, and the proposals utilise the existing concrete hardstanding. Similarly the limited empty bin storage proposal utilises existing hardstanding. The site has good access to the strategic road network via the private haul road (DC6) and proposals would not have a visual impact (DC3) and so would not prejudice the local gap (C12), the proposed use would not give rise to odour and noise would be within existing standards (DC8). In view of the amenity issues for local residents from the composting use it is recommended to grant permission

subject to conditions for a temporary period to enable assessment of the impact.

2. Site and proposal

- 2.1. The site, as shown on the attached plan, comprises an area of 2.8 hectares to the immediate south of the M27 and 300 metres north of the railway line. The nearest houses and a hotel and fitness club are to the south west of the site, the nearest house (Calx Lodge) being about 120 metres from the site. Access to the site is from Down End Road via a haul road.
- 2.2. The site was an extension to the previous Down End Quarry to the west. The old quarry has been backfilled as a landfill and reinstated to countryside. The eastern edge of the former quarry retains an exposed chalk face which is a geological Site of Special Scientific Interest (SSSI). The northern part of the former quarry forms the haul road from Down End Road.
- 2.3. Access to the site is gained from Junction 11 of the M27 via a private haul road north of the M27 to Down End Road then south across the motorway to the site entrance.
- 2.4. Planning permission was granted in 1982 for the excavation of chalk and infilling with waste, subsequently this permission was subject to an application in respect of First Periodic Review of Mineral Planning Permissions- Application for determination of conditions at Warren Farm & Downend End Quarries, Down End Road, Fareham (P/03/0616/MW) granted in February 2004. The conditions state that “all chalk extraction and tipping shall cease, all buildings, plant, machinery and stockpiles shall be removed and the site restored by 30 June 2011”.
- 2.5. Planning permission was granted at the site for the ‘construction and operation of a green waste composting facility with ancillary site infrastructure and store’ (planning permission P/98/1278/CC) in July 1999. Condition 2 of the planning consent states that this was for a limited period to 30 June 2011, “thereafter within 6 months all buildings, plant, machinery, foundations, hardstandings, access roads and waste shall be removed and the site restored to agriculture”.
- 2.6. The site has operated as a green waste composting facility, taking about 25,000 tonnes of waste per year. The applicant considers that the site was well located in relation to the proximity to the waste sources and the strategic highway network. However the topography and the microclimate of the site and the surrounding area has created issues of odour for nearby residential areas and the applicant consequently acknowledges that the continued use of the site for open window composting of green waste can no longer be considered appropriate in this location. Therefore permission for the green waste composting use will not be renewed and this use will cease with a change of use proposed to use the site for wood waste storage, sorting and transfer; bin storage and as a highway salt store.

- 2.7. The wood waste proposal involves the importation of up to 35,000 tonnes per year of mixed wood waste from Household Waste Recycling Centres and commercial sources for storage and sorting. The sorting would be to separate dirty from clean wood. Dirty wood includes painted, stained, chipboard and MDF type materials which can be used in energy recovery. Clean wood would include untreated wood from items such as pallets which can be used for manufacture of chipboard or similar uses. The sorting would be done mechanically, and the area used would be the northern part of the site.
- 2.8. The proposed storage of empty bins and containers, including those awaiting repair, would be at the southern part of the site. This would replace the current use for this at Warren Farm, on the other side of the M27. This use would be displaced by the development of a waste transfer building which is intended to be used for green waste, granted permission earlier this year (P/10/1154/MW).
- 2.9. The applicant constructed a storage building, with concrete bays, as part of the green waste composting operations. The proposal is to use this building and bays for the storage of salt for use on highways in the winter. The site has an impermeable concrete surface with drainage system to existing leachate storage tanks. The applicant has been in discussion with COLAS, the highway maintenance contractor to Portsmouth City Council, who have confirmed that the building is likely to be suitable for salt storage and they anticipate the use of the site for stockpile storage not loading of gritters.
- 2.10. The proposed tonnage of wood waste to be handled by the site would be higher than the amount of green waste previously handled, although not significantly higher, in addition to the salt store and the bin and container storage and consequently, there would be an increase in lorry traffic. However, all traffic would be routed via the existing private haul road.

3. Development plan

3.1. The following policies are relevant:

- (i) Hampshire Minerals and Waste Core Strategy (2007):
 - (a) DC3 – Impact on Landscape and Townscape;
 - (b) DC6 – Highways;
 - (c) DC8 - Pollution, health, quality of life and amenity; and
 - (d) DC10 – Water Resources; and
- (ii) Fareham Borough Local Plan Review (2000):
 - (a) C12 - Local gap between Fareham and Portchester.

4. Consultations

- 4.1. **Councillor Price** has been informed.
- 4.2. **Fareham Borough Council** raises no objection subject to conditions concerning;
 - (i) A temporary permission for 1 year.
 - (ii) Alternative means of salt storage which is fit for purpose and fully enclosed.
 - (iii) Control on noise from loading and unloading of vehicles, sorting of wood and movement of bins.
 - (iv) Restrict hours of working.
 - (v) Restrict access to haul road to Boarhunt Road/Junction 11 of the M27.
- 4.3. **Environmental Health Fareham** comments that there should be a restriction of working hours to mitigate noise impacts for local residents.
- 4.4. **Natural England** comments that the application is unlikely to have implications for Downend Chalk Pit SSSI.
- 4.5. **Environment Agency** raises no objection.
- 4.6. **Highway Authority** raises no objection subject to conditions restricting access to and from site to the existing haul road.

5. Representations

- 5.1. Letters of objection have been received from 4 local residents commenting that the site has a history of complaints about smell and noise from composting use, and raising objection on grounds of concerns about noise, particularly the movement of bins and containers on the concrete surface and also hours of operation.
- 5.2. Concern has also been raised that the existing building is not fit for purpose as a salt store because it is not fully enclosed. Consequently leading to potential deterioration in road salt quality and has pollution potential due to increased salinity in drainage and the wider environment.

6. Commentary

- 6.1. The site has operated as a green waste recycling facility, and although well located for meeting the waste needs, unfortunately this use has given rise to odour problems for local residents. Consequently the operator is not proposing to continue this use and is seeking permission for alternative uses. The main issues are the suitability of the site for these uses, in particular

concerning policy, highways, visual impact, pollution potential and amenity impact for local residents.

- 6.2. The planning permissions for the site, both for green waste composting and the earlier chalk extraction and landfill were for a temporary period requiring the site to be restored to agriculture following cessation of the permitted use. Therefore, in policy terms the site is not a brown field site in the countryside as there is a requirement to restore. However the site has been concrete surfaced, water lagoons have been constructed and a storage building constructed as required for the green waste composting and there is a sustainability argument for using this infrastructure for other uses provided they do not conflict with other development plan policies.
- 6.3. The site has good access to the strategic road network, via the private haul road to junction 11 of the M27, which would continue. The proposals are to continue to be restricted to this route.
- 6.4. The site is within a local gap, as defined in the Fareham Local Plan Review, but the previous use did not visually diminish the gap due to its landscaping, and the proposed uses would similarly not visually diminish the gap. The landscaping ensures that the uses within the site would not be visible.
- 6.5. The site has an impermeable surface and surface water drainage system as required for the green waste composting. Consequently it has suitable measures already in place both for the salt storage and wood waste storage to ensure that there is no pollution to water resources. Objections have been raised on grounds that the existing building is not fit for purpose for salt storage as it is not fully enclosed. However the proposals have been considered by COLAS, Portsmouth's highway contractor, who are satisfied that it is likely to be suitable for storage of rock salt for highway gritting.
- 6.6. One significant issue, bearing in mind the past problems, is that the proposed uses do not have an adverse impact for local residents. The proposed uses do not give off odour, and consequently this would not be an issue for this proposal. Another significant issue is the potential for noise from the proposed uses. The wood waste delivery and the bin and container storage would be restricted to the same times as the green waste composting has been and the wood waste mechanical sorting would be further restricted to weekdays only. The salt storage use would be intermittent and not give rise to noise issues. Consequently noise would be controlled, and within the levels previously permitted.
- 6.7. In conclusion, whilst the proposals do not fully comply with the requirements of Policy DC13, as this is not a brown field site, it does reuse the existing built infrastructure. With the recent cold weather events additional highway salt storage would be beneficial and the site has the necessary infrastructure to prevent pollution to water resources (DC10). There is a need for wood waste sorting to maximise recycling and minimise landfill, and the proposals utilise the existing concrete hardstanding. Similarly the limited empty bin storage utilises existing hardstanding. The site has good access to the strategic road

network via the private haul road (DC6) and the proposals would not have a visual impact (DC3) and so would not prejudice the local gap (C12), the proposed use would not give rise to odour and noise would be within existing standards (DC8). In view of the amenity issues for local residents from the composting use it is recommended to grant permission subject to conditions for a temporary period to enable assessment of the impact of these proposed uses.

7. Recommendation

- 7.1. That permission for change of use to composite use for wood waste storage, sorting and transfer, highway salt store and bin store at Down End Quarry, Down End Road, Fareham, Hampshire PO16 8TR. (Application no: P/10/1152/MW) be granted, subject to the conditions listed in Integral Appendix B.

Links to the Corporate Strategy

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

Section 100 D - Local Government Act 1972 - background documents

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

Document

Location

Change of use to composite use for wood waste storage, sorting and transfer, highway salt store and bin store at Down End Quarry, Down End Road, Fareham, Hampshire PO16 8TR. (Application no: P/10/1152/MW)(FA025)

County Planning
Economy, Transport and Environment
Department
QEII 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.

Duration

2. The permission hereby granted shall be for a limited period expiring on 30 April 2013. Thereafter within 6 months all buildings, plant, machinery, foundations, hardstandings, access roads and waste shall be removed from the site, and the site shall be restored to agriculture in accordance with a scheme to be submitted by 31 December 2012 and approved by the Waste Planning Authority.

Reason: To allow for an assessment of the impacts of the proposed uses for local residents and ensure satisfactory restoration of the site.

Hours of Working

3. No heavy goods vehicles shall enter or leave the site and no plant or machinery shall be operated except between the following hours: 0730-1800 Monday to Friday, 0800-1700 Saturday and 0900 - 1700 Sunday and public holidays unless otherwise agreed in writing by the Waste Planning Authority .

Reason: In the interests of local amenity.

4. Notwithstanding condition 3 above, the mechanical sorting of waste wood shall only take place between the hours of 0900 and 1600 Monday to Friday.

Reason: In the interests of local amenity.

Type of waste

5. No waste other than waste wood for storage, sorting and transfer shall be brought to the site.

Reason: In the interest of local amenity.

Layout

6. The areas for salt storage, wood waste storage and transfer and bin and container storage shall be as shown on drawing DQ/COU/P/2010/001.

Reason: To satisfactorily control the development.

Highways

7. Measures shall be implemented for the duration of the development to ensure that no lorry shall leave the site unless its wheels and chassis have been cleaned sufficiently to prevent mud being carried onto the highway.

Reason: In the interests of highway safety.

8. Vehicular access to and from the site, except for lorries involved in spreading salt on the highway, shall be via the current access onto Down End Road only. All lorries travelling to and from the site shall use the haul road to Boarhunt Road/Junction 11 of the M27. No lorries, except for lorries involved in spreading salt on the highway, shall turn right out of the site, and a 'no right turn' sign shall be erected at the site entrance.

Reason: In the interests of highway safety.

Noise and dust

9. At all times during the operation of the site measures shall be taken, including use of water bowsers and water sprays, to ensure there are no dust emissions from the site.

Reason: In the interests of local amenity.

10. All vehicles, plant and machinery operated within the site shall be maintained in accordance with the manufacturers' specification at all times, and shall be fitted with and use effective silencers.

Reason: To minimise noise disturbance from operations at the site.

11. Following the implementation of this consent a noise report shall be submitted to the Waste Planning Authority assessing noise levels from the site when operational. If the report concludes that the impacts from the noise levels are at or above 'marginal significance' level as contained in BS4142 then additional mitigation measures shall be taken to reduce the impact from the noise levels to below this level.

Reason: In order to ensure the development does not create noise nuisance.

Storage

12. The storage of waste wood and stacking of skips and containers shall not exceed 4 metres in height.

Reason: In the interests of visual amenity.

13. Salt shall only be stored within the building.

Reason: In order to prevent contamination to water resources.

Protection of Water Environment

14. 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.

15. All areas where salt is stored or handled shall be underlain by impervious hardstanding with dedicated drainage to a sealed tank.

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 Portsmouth Southampton and New Forest National Park
Minerals and Waste Core Strategy (July 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.

DC10 - Water Resources

Non-hazardous landfill developments in areas that overlie major aquifers, and Groundwater Source Protection Zones I, II & III, and mineral extraction or inert landfill in areas that overlie major aquifers and Groundwater Source Protection Zone I will not be permitted. All minerals and waste developments will only be permitted if they are unlikely to have an unacceptable impact on coastal, surface or ground waters and due regard is given to water conservation and efficiency.

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

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

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