

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Regulatory Committee
<b>Date:</b>	24 November 2010
<b>Title:</b>	Change of use of existing transfer station to use as a Materials Recycling Facility for the production of Solid Recovered Fuel at Warren Farm Waste Transfer Station, Downend Road, Near Fareham, Hampshire (Application No: P/10/0848MW) (Site Ref: FA025)
<b>Reference:</b>	2326
<b>Report From:</b>	Head of Planning and Development

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#### 1. Executive Summary

- 1.1. The proposal is to use the waste transfer station, which is located within Warren Farm Chalk Quarry, as a Materials Recycling Facility (MRF) to produce Solid Recovered Fuel (SRF). This will enable the processing of the waste rather than it being simply transferred.
- 1.2. The main issue is the potential for noise affecting local residents, which is the principal objection raised in representations particularly as it is also proposed to extend the working hours within the site to 2300. Lorry traffic would continue to be restricted to the existing hours to 1800.
- 1.3. In conclusion it is considered that the proposals are in accordance with the Development Plan as it accords with policy aims to reduce the amount of waste going to landfill, and that there would not be an adverse visual impact (DC3) or highways impact (DC6). In terms of amenity for local residents there would not be an adverse noise impact as noise levels would be below background levels (DC8). Consequently it is recommended to grant planning permission subject to conditions.

#### 2. Site and proposal

- 2.1. The site as shown on the attached plan is within a former chalk quarry, which is about 20 metres deep and covers an area of about 3.9 hectares and is located immediately north of the M27. The entrance to the site is from Downend Road, however access is via a private haul road to junction 11 of the M27. The nearest houses are about 400 metres from the site, and Fort Nelson is to the north of the site.

- 2.2. The quarry has been used previously for waste uses including aggregate recycling. In December 2006 planning permission was granted for 'Development and operation of a multi-purpose Waste transfer station within an existing quarry to accommodate a range of waste including commercial, dry recyclables, domestic and civic amenity waste and an element of sorting and pre-treatment' (Planning Permission No: P/06/1124/MW).
- 2.3. This waste transfer station was constructed and became operational in December 2007. There have been subsequent changes to the original permission to allow extended hours, parking of lorries and use of an area of the site for bin and container storage
- 2.4. The proposal is to use the waste transfer station as a Materials Recycling Facility (MRF) to produce Solid Recovered Fuel (SRF). This will enable the processing of the waste rather than it being simply transferred. Currently the majority of the waste is landfilled. The proposal is to shred and screen the waste so that it is suitable as a fuel. The SRF plant would be fully enclosed within the existing waste transfer building. The process involved would be to load the waste (civic amenity and commercial and industrial) in a pre-crusher, then an overband magnet would remove ferrous metal, it would then pass through a trommel to remove fines, and an optical sorter to remove PVC and finally a fine shredder will reduce the size.
- 2.5. The proposed hours of operation for the MRF would be 0600 to 2300 Monday to Friday and 0600 to 1800 Saturday and Sunday. The current permitted hours are 0600 to 1800 Monday to Sunday, and lorry movements to and from the site would remain within current working hours. There would be no change in the range of waste handled at the site nor to the throughput of the site, which is about 150,000 tonnes per year (comprising 80,000 tonnes per year municipal and 70,000 tonnes per year commercial and industrial). The proposal would not alter the type or number of vehicle movements.
- 2.6. The application is accompanied by a Design and Access Statement, a Noise Assessment Report (August 2010) and Noise Assessment Addendum (October 2010) following additional noise measurements. The results concluded that noise levels at the nearest noise sensitive receptors would be at least 10.8 dB below the lowest measured background noise levels.
- 2.7. The proposal is not an EIA Development under the Environmental Impact Assessment Regulations 1999 and no environmental statement has been submitted.

### **3. Development plan**

- 3.1. Hampshire Portsmouth Southampton and New Forest National Park Minerals and Waste Core Strategy (2007) policies DC3 (Impact on Landscape and Townscape), DC6 (Highways), DC8 (Pollution, health, quality of life and amenity), DC13 (Waste Management and Recycling).

### **4. Consultations**

- 4.1. **Councillor Price** has been informed of proposals.

- 4.2. **Fareham Borough Council** raises no objection.
- 4.3. **Environmental Health Officer Fareham Borough Council** comments that noise monitoring has indicated that the actual background night time noise levels are significantly higher than were predicted in the initial report. They are concerned that there is a potential for noise from the actual operation of the plant and the movement of waste items within the plant as opposed to the noise from the plant itself. As the actual noise levels, and perhaps more importantly the tonal nature of the noise created by the new plant is unconfirmed at this stage, we would ask that a condition be included on any consent requiring a further report to be submitted following the installation and commissioning of the plant, indicating what the noise levels are once the plant is being used. In addition consider that a further condition be included on any consent requiring the doors to the building to be kept closed between 6pm and 11pm Monday to Friday, in order to ensure that noise from the operation of the site is kept to a minimum at night
- 4.4. **Winchester City Council**, as neighbouring planning authority, considers proposals are not likely to have an adverse impact upon the Winchester City area.
- 4.5. **Environment Agency** has no objections.
- 4.6. **Natural England** has no objections.

## 5. Representations

- 5.1. Letters of objection received from five local residents on the grounds of potential noise, inadequate assessment of noise, objection to extending the operating hours and lack of trust resulting from experience of the operation of the nearby Downend Composting Facility regarding the emission of odours.

## 6. Site visit

- 6.1. Twelve Members of the Committee, Councillors Allgood, Bailey, Beagley, Bryant, Broadhurst, Carter, Cooper, Hockley, Pearce, Price and West, with Councillor McIntosh in the Chair, undertook a site visit on 11 October 2010 to view the site.
- 6.2. Members viewed the existing transfer station and the processes within the building were explained. Two types of waste are handled – ‘household waste recycling centre’ material that cannot be recycled and commercial waste. It is proposed that the waste be shredded in preparation for incineration, thus decreasing the amount that goes to landfill.
- 6.3. It was confirmed that traffic into the site travelled along a haul road from the motorway and did not pass any residential buildings along the way. The tonnage and access roads at the site would remain the same, but the hours of operation would be extended until 2300 as the processing of the waste would take longer than simple transfer. The doors to the facility would be closed at night to minimise noise.

- 6.4. Members requested plans showing nearby houses and the route used in and out of the facility for when the item goes to Committee.

## **7. Commentary**

- 7.1. The principle of processing the waste to recover recyclable material and provide a fuel, rather than transfer waste for landfill is in accordance with policy. As the proposals are wholly within the existing waste transfer building, which is located at the base of the quarry, there is no visual impact from this proposal. In addition the site has good highway access via the private haul road to Junction 11 of the M27. There is also no proposed change in the type of waste handled at the site nor to the quantity of waste handled beyond that permitted for the waste transfer station. The main issue is the potential for noise affecting local residents, which is the principal objection raised in representations.
- 7.2. In relation to noise, the principal concern is both the potential noise from the activities and the extension of the working hours to 2300 in the evening. However, this extension of hours only relates to activity within the site and does not include lorry traffic, which will remain within the current hours. The noise reports concluded, after recent noise measurements were taken, that noise levels would be 10.8 dB below the measured evening background noise levels at the nearest houses, which are the closest noise sensitive receptors. Consequently the noise impact of the proposals would not be significant.
- 7.3. However, it is noted that the Environmental Health Officer has requested conditions for monitoring noise levels after installation and to ensure the waste transfer building doors are shut in the evening. Whilst it is not considered that there will be a noise impact because noise levels are well below background levels, there would be a benefit in requiring further noise monitoring once the plant is operational to ensure there is no unexpected impact, particularly in respect of the tonal impact. It is also considered that a condition should require the doors remain closed in the evening, as this is included in the noise assessment.
- 7.4. In conclusion it is considered that the proposals are in accordance with the Development Plan as it accords with policy aims to reduce the amount of waste going to landfill, and that there would not be an adverse visual impact (DC3) or highways impact (DC6). In terms of amenity for local residents there would not be an adverse noise impact as noise levels would be below background levels (DC8).

## **8. Recommendation**

- 8.1. That planning permission in respect of the change of use of existing transfer station to use as a Materials Recycling Facility for the production of Solid Recovered Fuel at Warren Farm Waste Transfer Station at Warren Farm Waste Transfer Station, Downend Road, Near Fareham, Hampshire (Application No: P/10/0848MW) be granted subject to the planning conditions in Integral Appendix B.

### Links to the Corporate Strategy

<b>Hampshire safer and more secure for all:</b>	no
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.)**

Document

Location

Change of use of existing transfer station to use as a Materials Recycling Facility for the production of Solid Recovered Fuel at Warren Farm Waste Transfer Station, Downend Road, Near Fareham, Hampshire (Application No: P/10/0848MW) (Site Ref: FA025)

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.

### Hours of Working

2. Unless otherwise agreed in writing by the Waste Planning Authority no plant or machinery shall be operated within the site except between the following hours: 0600-2300 Monday to Friday and 0600-1800 Saturday and Sunday. There shall be no working on Christmas Day and Boxing Day.

Reason: In the interests of local amenity.

3. Unless otherwise agreed in writing by the Waste Planning Authority no heavy goods vehicles shall enter or leave the site except between the following hours: 0700-1800. There shall be no working on December 25 and 26.

Reason: In the interests of local amenity.

4. Unless otherwise agreed in writing by the Waste Planning Authority only waste from Household Waste Recycling Centres shall be handled by the site on Sundays or public holidays.

Reason: In the interests of local amenity.

### Highways

5. 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.

6. Vehicular access to and from the site shall be via the current access onto Downend 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 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.

### **Protection of Water Environment**

7. 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.

### **Landscape**

8. All plant and machinery shall be sited such that no parts are above the original ground level of the quarry, and no stockpiles of waste or product shall be formed to a height above the original ground level of the quarry.

Reason: In the interests of visual amenity.

### **Noise, Dust and Odour**

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 odour or 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. The doors to the MRF building shall be kept closed after 1800 hours.

Reason: To minimise noise impact.

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

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

*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 (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 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.