

Application Number: 25/10970 Variation / Removal of Condition
Site: SITE OF FAWLEY POWER STATION, FAWLEY ROAD,
FAWLEY SO45 1TW
Development: Variation of Condition 1 of Planning Permission 24/11096 to
extend the mixed use of land for haulage and B8 storage until
31st December 2027
Applicant: Fawley Waterside Limited
Agent: Carter Jonas
Target Date: 26/01/2026
Case Officer: Ian Rayner
Officer Recommendation: Grant Temporary Permission
Reason for Referral to Committee: Parish Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) The principle of development, having regard to local plan policy and the recent planning history of the site.
- 2) Transportation and highway impacts.
- 3) Noise and amenity impacts.
- 4) Landscape impacts, including impacts on the adjacent New Forest National Park.
- 5) Ecological impacts, including impacts on nearby designated sites.

2 SITE DESCRIPTION

The application site extends to 1.75 hectares and comprises part of the former Fawley Power Station site. Specifically, the application site relates to an open area of land towards the north-western corner of the former power station site, between Western Road and the former power station's western boundary with the New Forest National Park.

The site is flat and entirely hard surfaced. Access to the site would be via the main access road serving the former power station.

Other parts of the former power station site are currently being used for temporary storage purposes.

3 PROPOSED DEVELOPMENT

The application seeks to vary Condition 1 of planning permission 24/11096, which allows for a temporary haulage and B8 storage use on the site described above. Condition 1 of this permission states:

"The use hereby approved shall cease on or before 31st December 2025.

Reason: The application site forms part of a Strategic Site allocation that is expected to be developed in accordance with Policy Strategic Site 4 of the New Forest District Local Plan 2016-2036 Part 1. The proposed development would not be in accordance with this policy. However, it is considered that a temporary permission until the end of 2025 would deliver justified economic benefits in the short-term without prejudicing the delivery of a policy compliant scheme in the medium to long term."

The submitted variation of condition application seeks to allow the continued use of the site for haulage and B8 storage purposes for a further 2 years, until 31st December 2027.

4 RELEVANT PLANNING HISTORY

Previous proposals affecting just the application site area

4.1 Temporary mixed use of land for haulage and B8 storage (Retrospective) (24/11096) - granted temporary permission 12/2/2025

Previous proposals relating to general storage on other parts of the former Power Station site

4.2 Temporary use of land for storage and distribution (Use Class B8) (retrospective) (24/10861) - granted temporary permission 12/2/25

Previous proposals relating specifically to wind turbine storage use on other parts of the former power station site

4.3 2 steel portal framed industrial buildings (Use Class B2); mobile portable cabin; use of land for storage of wind turbine blades (B8); temporary permission sought for 10 years (17/10805) - granted temporary permission 8/9/2017

4.4 Variation of Condition 2 of planning permission 17/10805 to allow amended plan numbers entailing the addition of buttresses and associated alterations to the approved blade painting facility building (17/11724) - granted temporary permission 19/2/2018

4.5 Leading Edge Protection Building; single-storey portable cabins for welfare facilities and offices (18/10583) - granted temporary permission 30/7/18

4.6 EIA Screening Opinions in respect of the above 3 proposals (17/10237), (17/11752), (18/10586) - Opinions given in 2017 and 2018 that EIA not required.

4.7 Site 1: Temporary storage of wind turbine blades on site of demolished Fawley Power Station Boiler House; Site 2: Temporary storage of wind turbine blades on the site of the Fawley Power Station Control Room and the adjoining car park. (23/10050) - granted temporary planning permission 3/5/23

Proposals for the demolition of the former Fawley Power Station Buildings

- 4.8 Dismantling and removal of external structures including tanks, ductwork and bunds (18/11048) (Demolition Prior Notification Application) - details not required to be approved 28/8/18
- 4.9 Dismantling, removal and site clearance of buildings (19/10131) (Demolition Prior Notification Application) - details not required to be approved 31/5/19
- 4.10 Dismantling, removal and site clearance of buildings at Fawley Power Station and remediation of the site (19/10138) (Approval under Regulations 73 and 75 of The Conservation of Habitats and Species Regulations 2010) - granted 31/5/19

Proposal for the redevelopment of Fawley Power Station

- 4.11 Land within the New Forest District Council comprising the demolition of ancillary power station buildings and provision of 1,380 new homes, 95,300 square metres of new commercial, civic and employment space (Use Classes A1, A2, A3, A4, B1, B2, B8, C1, C3, D1 and D2), enlargement of the dock and creation of a canal within part of the turbine hall basement, refurbishment of the remainder of the turbine hall basement to create up to 2,100 space car park, surface car parking, a boat stack, public open space, Suitable Alternative Natural Greenspace, primary access road through the site, flood defences/sea wall, raising site level, hard and soft landscaping, associated infrastructure and engineering works (19/10581) (Outline Application with details only of Access) - withdrawn 12/7/24

Proposal affecting the application site and adjacent areas

- 4.12 Request for a Scoping Opinion for a Green Hydrogen Production Facility under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (25/11023) - Opinion given 19/12/25

5 PLANNING POLICY AND GUIDANCE

National Planning Policy Framework
 Planning Practice Guidance

Local Plan 2016-2036 Part One

Policy STR1: Achieving Sustainable Development
 Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park
 Policy STR3: The strategy for locating new development
 Policy STR4: The settlement hierarchy
 Policy STR6: Sustainable economic growth
 Policy ENV1: Mitigating the impacts of development on International Nature Conservation sites
 Policy ENV3: Design quality and local distinctiveness
 Policy ENV4: Landscape character and quality
 Policy ECON1: Employment land and development
 Policy ECON2: Retention of employment sites and consideration of alternative uses
 Policy CCC1: Safe and healthy communities
 Policy CCC2: Safe and sustainable travel
 Policy Strategic Site 4: The former Fawley Power Station

Local Plan Part Two (2014)

DM1: Heritage and Conservation

DM2: Nature conservation, biodiversity and geodiversity

DM5: Contaminated land

Fawley Neighbourhood Plan

This is currently only at Regulation 15 stage, so only carries limited weight.

6 PARISH / TOWN COUNCIL COMMENTS

Fawley Parish Council: We recommend refusal as this proposal is not in accordance with the New Forest District Local Plan 2016-2036 Part 1.

7 COUNCILLOR COMMENTS

None

8 CONSULTEE COMMENTS

HCC Highway Authority: No objection

NFDC Environmental Health (pollution): No objection subject to condition restricting operational hours

NFDC Ecology: No objection

NFDC Conservation: No objection. The proposed development will not impact upon any heritage assets.

Forestry England: No objection. Advice offered on Ancient Woodlands, existing trees and Biodiversity Net Gain.

New Forest National Park Authority: In accordance with its statutory duties, the District Council will need to consider the potential impacts of this proposal on the New Forest National Park, which is located in close proximity to the site.

9 REPRESENTATIONS RECEIVED

8 letters of objection from local residents:

- The existing temporary uses have resulted in a significant increase in HGV movements on nearby roads, which creates significant noise disturbance, vibration impacts and dust, to the detriment of residential amenities. This is exacerbated by the surface and condition of the B3053 highway.
- The local road network is inadequate to be able to accommodate the levels of HGV movements generated by the application.
- Increased dangers for pedestrians and cyclists and other road users, which is not being mitigated by infrastructure improvements for pedestrians and cyclists, and which will therefore dissuade potential trips by foot or bike.
- The various temporary planning permissions have a cumulative impact that materially compounds the impact of each individual application.
- Existing conditions restricting operational hours have not been complied with
- There are no economic benefits for local people.
- Adverse visual impacts next to National Park.
- The application needs a further Transportation Assessment.

10 PLANNING ASSESSMENT

Background to the current application

- 10.1 At the February 2025 Planning Committee, temporary planning permission was granted for the use of this site for a temporary haulage and B8 storage use. The temporary planning permission expired on 31st December 2025. In granting this temporary planning permission, it was recognised that the proposal was contrary to Policy Strategic Site 4 of the Local Plan. However, a temporary permission until the end of 2025 was considered justified on the basis that the permission would deliver short-term economic benefits without prejudicing the delivery of a policy compliant scheme in the medium to long term.
- 10.2 The current application effectively seeks to enable the temporary haulage and B8 storage use to continue for another two years until 31st December 2027.
- 10.3 When temporary planning permission was granted in February 2025, there were 3 separate occupants of the application site. The southernmost section of the site was occupied by Earlcoate Construction, who are a local construction company who have been using the site for the storage of construction plant and equipment. The northernmost section of the site was being occupied by ICS, who store air conditioning and refrigeration equipment on the site. The central section of the site was being occupied by the haulage company, JHS.
- 10.4 Following the grant of planning permission in February 2025, the haulage company, JHS, have left the site, and the space they have vacated has been largely taken up by Earlcoate Construction. ICS remain on the northern part of the site, and at the time of a site visit in November 2025, their use and activities were spilling out (without planning permission) onto adjacent areas outside of this application site.

The Principle of Development

- 10.5 As before, the application site forms part of an allocated site - where Policy Strategic Site 4 applies.
- 10.6 Policy Strategic Site 4 seeks a comprehensive redevelopment of the former Fawley Power Station site for a residential-led mixed use scheme and public open space - comprising around 1380 new homes, up to 10,000 square metres of ancillary community, retail, leisure and service uses, some office uses and a marina within the central and southern parts of the site, and around 10 hectares of business and industrial uses on the northern part of the site. The policy is accompanied by a Concept Masterplan which indicates that the areas affected by this application should be developed either for employment related purposes or as a green buffer of public open space.
- 10.7 As before, the proposed haulage and B8 storage uses are not considered to be in accordance with the requirements and expectations of Policy Strategic Site 4. Indeed, a permanent haulage or B8 storage use would be clearly contrary to policy and would not be a proposal that could be supported at the current time.

10.8 However, the application does not seek a permanent planning permission. Instead, only a temporary planning permission is sought until the end of December 2027. As such, it needs to be considered whether a further short-term temporary planning permission (of two years) would be justified in the light of planning policy, the site's recent planning history and the scheme's environmental impacts. On this point, it is of note that Planning Practice Guidance states:

"A temporary planning permission may also be appropriate to enable the temporary use of vacant land or buildings prior to any longer-term proposals coming forward (a 'meanwhile use')."

Relevant Planning History

- 10.9 Since 2017, significant parts of the former Fawley Power Station site have been used for the storage of wind turbine blades. The first temporary planning permission (Ref: 17/10805) relating to wind turbine storage was granted in September 2017, permitting the storage of wind turbines on 12.78 hectares of the former power station site for a period of 10 years, expiring on 31st December 2027. Under this temporary planning permission, approval was also given for a couple of temporary buildings, including one where the turbines are painted.
- 10.10 More recently, in May 2023, temporary planning permission (Ref: 23/10050) was given for a further 6.22 hectares of land at the former Fawley Power Station to be used for the storage of wind turbine blades. Temporary planning permission was granted for most of the application site area until 31st December 2025, with a shorter temporary planning permission, expiring on 31st December 2024, being granted for part of the storage area closest to the southern boundary of the site.
- 10.11 MHI Vestas, who were operating the wind turbine storage use, vacated all of the areas they were occupying early in 2025. However, the areas affected by the 2017 planning permission still have the potential to be used for wind turbine or other forms of storage up until the end of December 2027.
- 10.12 In May 2019, an outline planning application was submitted for the redevelopment of the power station site with 1380 dwellings and significant new areas of employment / commercial floorspace. A related outline planning application for 120 dwellings and infrastructure was submitted to the New Forest National Park Authority. The applications (collectively relating to a development known as Fawley Waterside) were considered by the respective planning committees in July 2020, and there was a resolution to approve both applications subject to the prior completion of a Section 106 legal agreement. However, the legal agreement was never completed, and both applications were withdrawn in July 2024.
- 10.13 Since July 2024, there have been ongoing discussions with the site owners about their intentions for the wider power station site. For viability reasons, it is understood that the owners no longer intend to pursue a residential-led redevelopment of the former power station site in line with the requirements of Policy Strategic Site 4. The precise nature of any proposed redevelopment of the wider power station site should become clearer over the next few months. It is, however, known that the newly-formed company known as Fawley Green Hydrogen intend to submit a planning application for a proposed hydrogen production facility on about 4.2 hectares of the former power station site during the first quarter of 2026. This proposal has been the subject of an EIA

Scoping Opinion. It is of note that part of the area affected by the expected proposal for a hydrogen production facility overlaps with much of this application site where a further 2-year temporary planning permission is being sought.

- 10.14 Given these circumstances, there is no realistic prospect of a permanent, policy compliant development being delivered on the application site within the proposed lifetime of the current application for temporary planning permission - i.e. before 31st December 2027. As such, the proposed continued temporary use for a further 2 years would not be prejudicial to the delivery of a policy compliant development in the longer term. Any alternative proposals for more permanent development will need to be judged on their individual merits. The probability that alternative proposals are expected come forward on this land before 31st December 2027 is not considered reason to refuse the temporary development that is now proposed. As such, the proposed 2-year temporary planning permission is considered to be acceptable in principle. It would also be in line with temporary planning permissions 17/10805 and 17/11724 which also expire on 31st December 2027.

Economic and Employment considerations

- 10.15 The active use of the application site for the proposed storage use supports two existing businesses. As an application for temporary planning permission, the proposal will provide short term benefits to the local economy, supporting economic growth and productivity. This would be consistent with the objectives of Policy STR6 of the Local Plan.

Highway safety, access and parking

- 10.16 The transportation impacts of the proposed development need to be assessed in the light of Paragraph 116 of the NPPF, which indicates that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios. Policy ENV3 of the Local Plan, meanwhile, requires development to be laid out in a way that is safe to access.
- 10.17 The previous application 24/10861 was accompanied by a detailed Transport Statement, which considered the combined transportation impacts of a storage and haulage use on this site alongside a separate proposed temporary storage use elsewhere on the former power station site (Planning Application 24/10861).
- 10.18 On the basis of this transport assessment, the Highway Authority concluded that the transportation impact associated with the proposed development was acceptable. This view was accepted by the Local Planning Authority.
- 10.19 As noted above, since last February, the company JHS have vacated the site. Of the three companies who were occupying the site, JHS had much the greatest transportation impact in terms of the numbers and times of HGV movements. JHS also, on occasion, operated outside of the permitted hours of operation (as identified by third party representations). The vacation of this business from the site has meant that a previously identified breach of operational hours has ceased. The other two companies occupying the site (Earlcoate Construction and ICS) generate significantly fewer transportation movements than was the case with JHS, even with their increased coverage

of the site. On many days, it is understood they generate no traffic movements at all. Of course, an alternative user could come onto the site who could generate a greater number of movements than the current two occupants of this land. However, even if this were to be the case, it is not considered that this would be harmful from a highway safety perspective, noting the overall size of the site (which forms only a relatively small part of the overall former power station site), and noting the Highway Authority have raised no objection to the application.

- 10.20 It should be noted that a new Transportation Assessment has been submitted in connection with application 25/10972. This assesses transportation movements associated with the whole of the former power station site, and its findings are considered more fully in the reports for that application and application 25/10971.
- 10.21 Overall, based on the conclusions above and the advice of Paragraph 116 of the NPPF, it is considered that the proposal is consistent with planning policies that relate to highway safety.

Noise and amenity impacts

- 10.22 Noise and amenity impacts must be considered in the light of Policy ENV3 of the Local Plan, which requires development to avoid unacceptable effects by reason of noise pollution or other adverse impacts on local character or residential amenity.
- 10.23 The nearest residential properties to the proposed storage and haulage area are about 370 metres away on the site's western side. Visually, there is no line of sight between the proposed storage and haulage uses and any residential dwelling. As such, it is not considered the proposed storage and haulage uses would have any adverse visual impact upon residential amenities. The proposed storage use does generate some noise and so this is potentially a greater concern, albeit that noise on the site itself is remote from residential properties.
- 10.24 The previous application for temporary planning permission was supported by a detailed noise assessment report, which considered noise impacts on the nearest noise sensitive receptors. Based on national guidance, the noise assessment report concluded that noise levels in and around the nearest noise sensitive properties fall within the criteria for acceptable noise levels. This conclusion was accepted by the Council's Environmental Health Officer.
- 10.25 A greater concern was previously raised in respect of noise from HGV movements. There was some evidence that the company JHS were generating significant HGV movements early in the morning and outside of normal working hours. To address this concern, a condition was duly imposed on the temporary planning permission, restricting working hours and use of the site to 6am to 6pm Monday to Friday, 7am to Noon on Saturday and not at all on Sunday. As set out above, it is understood that JHS struggled to comply with this condition, which led to them vacating the site. There is no substantive evidence that either of the two current occupants (Earlcoate Construction and ICS) are generating significant or harmful noise disturbance as a result of HGV movements. The Council's Environmental Health Officer has raised no objection to the application subject to maintaining the previous restriction on hours of operation. Subject to such a condition, it is therefore considered that continued use of the site for the proposed storage and haulage use would not have a material adverse

impact on the amenities of nearby residential dwellings, even taking into account possible changes of occupant.

Landscape and visual impact

- 10.26 Policy ENV3 of the Local Plan requires development to be sympathetic to its environment and context, respecting and enhancing local distinctiveness, character and identity; and to avoid unacceptable effects by reason of visual intrusion. Policy ENV4, meanwhile, seeks to successfully integrate new development into the local landscape context. The Levelling-Up and Regeneration Act 2023 is also of relevance to this application in terms of there being an active duty on Local Planning Authorities to seek to further the purposes of National Parks. This Act's provisions should be considered alongside Policy STR2 of the Local Plan, which requires great weight to be given to ensuring the character, quality and scenic beauty of the New Forest National Park is protected and enhanced.
- 10.27 In this case, the proposed storage area has limited visibility from public viewpoints outside of the application site. The area can be seen from the main entrance to the former power station site, but it is seen as just one small part of a backdrop of industrial and storage activity. The vehicles and items currently being stored on the land are not of any great height (the highest features being double-stacked containers). Given the storage uses on other parts of the former power station, the continued presence of overhead pylons and the massive electricity substation buildings to the east, the proposed storage use has limited landscape impact.
- 10.28 The proposed storage area is adjacent to the former power station's western boundary and therefore lies immediately adjacent to the New Forest National Park. There is an area of mature ancient woodland known as Chambers Copse along this part of the former station's boundary, and this woodland (which has no public access) provides effective screening of the site from wider or more distant viewpoints within the National Park. As such, it is not considered that the proposal is harmful to the special qualities of the New Forest National Park or prejudicial to furthering the purposes of the National Park.
- 10.29 It should be recognised that an uncontrolled storage use (in terms of height) would have a potential adverse impact on the special qualities of the National Park. Therefore, a condition restricting the height of stored items is deemed appropriate. Were a more permanent application being proposed, it would also be appropriate to consider the provision of additional landscaping to mitigate the development's visual impact. However, due to the short-term temporary nature of the proposed development, it is considered that it would be disproportionate to require additional landscape planting in association with the proposal.

Heritage Impact

- 10.30 The impact of the proposal on the setting of nearby heritage assets was previously assessed within a Heritage Statement that was submitted in support of the previous application. The nearest heritage asset to the application site is Badminton Farm, a Grade II Listed Building that is situated about 370 metres to the west of the application site. Given this significant degree of separation and the lack of any intervisibility between the application site and any heritage assets, it is considered that there would be no adverse impact on the setting of heritage assets. The proposal is therefore duly

considered to comply with heritage related provisions in the NPPF, as well as policy DM1 of the Local Plan.

Ecology

- 10.31 Policy STR1 of the Local Plan expects all new development to avoid wherever possible (and mitigate where necessary) direct and indirect impacts of development on the New Forest and Solent International Nature Conservation sites.
- 10.32 In this case, this part of the former power station is almost 500 metres away from protected coastal habitats, comprising the Solent and Southampton Water Special Protection Area and Ramar Site, the Solent Maritime Special Area for Conservation, as well as the Hythe to Calshot Marshes Site of Special Scientific Interest. It is not considered that the proposed use would have any significant adverse impact (or likely significant effects) on these designated sites.
- 10.33 The area of land where storage is proposed is generally of low ecological interest. Chambers Copse to the west of the site is of ecological interest, but the proposed storage and haulage use is able to operate without adversely affecting this area of ancient woodland. It is of note that the Council's ecologist has raised no objection to the application.
- 10.34 In terms of Biodiversity Net Gain (BNG), the proposal would not impact on priority habitat. Nor would it 'impact' upon more than 25 square metres of non-priority habitat (by decreasing biodiversity value), noting the proposal would simply maintain the site's status quo. In addition, the previous application was applied for retrospectively, and this proposal does not change the ecological baseline. As such, it is considered the proposal would be exempt from the national BNG requirement.

11 OTHER MATTERS

When visiting the site in November 2025, it was noted that palisade fencing in excess of 2 metres in height has been erected around the land occupied by Earlcoate Construction. This unauthorised fencing is not a matter for consideration as part of this application; nor is ICS's unauthorised use of land outside of the application site. These matters will need to be addressed and resolved outside the scope of this application.

12 CONCLUSION / PLANNING BALANCE

The temporary use of this application site for a haulage and B8 storage use was previously granted planning permission in February 2025 until 31st December 2025.

As a permanent use, a continued B8 Storage and haulage use would be contrary to Policy Strategic Site 4 of the Local Plan and would not be justified.

However, a short-term temporary permission until the end of 2027 would continue to deliver short-term economic benefits and would in principle be justified whilst more long-term proposals for the wider power station site are being prepared and brought forward. The proposed temporary use would also accord, in principle, with Planning Practice Guidance as set out in Paragraph 10.8 above.

The transportation, environmental and amenity impacts of the proposed use have been carefully considered. The proposed use does generate some HGV and traffic

movements on the local road network, but the level of traffic generated is not considered to be of a significance that would be harmful to the safety and capacity of the local highway network or to require mitigation.

Furthermore, provided use of the site does not begin before 6am on weekdays and is further restricted at weekends, then the proposed uses are not considered to result in traffic movements that would have unacceptable amenity impacts, whilst noise on the site itself arising from the proposed use would be within acceptable limits.

The landscape impact of the proposal would be relatively short term and would be acceptable given the existing context, subject to conditions. Ecological impacts would also be acceptable.

As such, based on the fact that permission is only sought until the end of 2027 (which would then align with the longest existing temporary planning permissions elsewhere on the power station site), it is considered that the proposal would be in accordance with policies STR1, STR6, ENV3, CCC1 and DM1 of the Local Plan, as well as the NPPF. Accordingly, subject to conditions, it is recommended that temporary planning permission be granted until the end of 2027.

13 RECOMMENDATION

Grant Temporary Permission

Proposed Conditions:

1. The use hereby approved shall cease on or before 31st December 2027.

Reason: The application site forms part of a Strategic Site allocation that is expected to be developed in accordance with Policy Strategic Site 4 of the New Forest District Local Plan 2016-2036 Part 1. The proposed development would not be in accordance with this policy. However, it is considered that a temporary permission until the end of 2027 would deliver justified economic benefits in the short-term without prejudicing the delivery of a policy compliant scheme in the medium to long term.

2. The development permitted shall be carried out in accordance with the following approved plans:

Site Location Plan
Site A - NFNP-NM-315.02 rev D
1485-L017 rev B.

Reason: To ensure satisfactory provision of the development.

3. No activity shall take place on the site in connection with the approved use(s) other than between the hours of 6am to 6pm Monday to Fridays and 7am to 12pm(noon) on Saturday, not including recognised bank and public holidays.

Reason: To safeguard the amenities of nearby residential properties in accordance with Policy CS2 of the Local Plan for the New Forest District outside the National Park (Core Strategy).

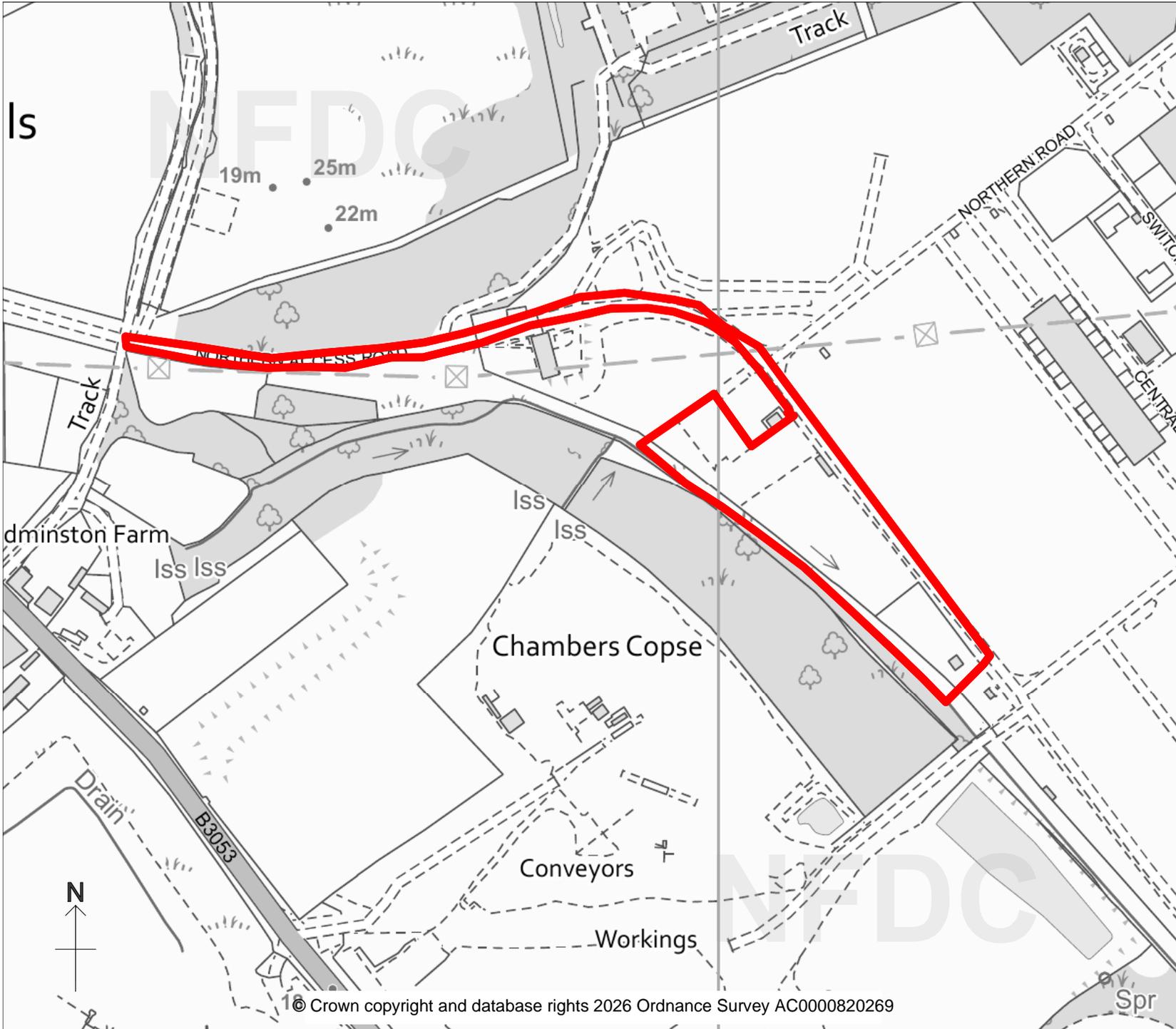
4. Any containers or portacabins stored on the land shall be stacked no more than 2 containers / portacabins high, and nothing stored or kept on the land shall exceed 6 metres in height above existing ground levels.

Reason: In the interests of visual amenity and to safeguard the special qualities of the nearby New Forest National Park.

Further Information:

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PLANNING COMMITTEE

February 2026

Site of Fawley Power Station
 Fawley

25/10970

Scale 1:3500

N.B. If printing this plan from the internet, it will not be to scale.