

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Regulatory Committee
Date:	20 May 2015
Title:	Application for Development of the site to provide an End of Life Treatment Facility, incorporating the existing hardstanding and perimeter screening including the provision of office accommodation and workshop (retrospective). The development also includes a new car park for private and public use, with a footpath along Hollybush Lane together with landscaping and drainage works on Land at Former Lafarge Site, Hollybush Lane, Aldershot GU12 5QA. (Application No: 15/00074/HCC) (Site Ref: RM035)
Reference:	6660
Report From:	Head of Strategic Planning

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1. Executive Summary

- 1.1 This report considers an application for a significant part retrospective development to provide an end of life vehicle treatment facility, incorporating the existing hardstanding and perimeter screening including the provision of office accommodation and workshop (retrospective). The development also includes a new car park for private and public use, with a footpath along Hollybush Lane together with landscaping and drainage works on Land at Former Lafarge Site, Hollybush Lane, Aldershot Former Lafarge Site, Hollybush Lane, near Aldershot Hampshire.
- 1.2 The following key issues are raised by the application:
- (a) Need for the development , suitability and compliance with locational policy.
 - (b) Landscape character and visual impacts.
 - (c) Amenity impacts to nearest residential properties, nearby businesses and users of Blackwater Valley footpath.
 - (d) Highway safety Impacts and proposed commuter parking
 - (f) Nature conservation impacts - location of SINC.
 - (g) Landfill contamination issues
 - (g) Flood risk and groundwater protection issues.
- 1.3 The Environment Agency has objected to the proposal on the grounds that the Flood Risk Assessment submitted with this application does not comply

with the requirements set out in Paragraph 10 of the Planning Practice Guidance to the National Planning Policy Framework.

Rushmoor Borough Council is also objecting to the development on the grounds that it is an unacceptable and unjustified intrusion and expansion of commercial land use into the countryside to the detriment of the quiet open visual character and landscape of the area, and, it has not been satisfactorily demonstrated that it would not have an unacceptable noise or highways impact.

Surrey County Council and the Blackwater Valley Countryside partnership object on the grounds that the development would be harmful to the landscape character and visual and recreational amenities of the Blackwater Valley.

It is recommended that:

- (A) the development of the site to provide an End of Life Treatment Facility, incorporating the existing hardstanding and perimeter screening including the provision of office accommodation and workshop (retrospective), including a new car park for private and public use, with a footpath along Hollybush Lane together with landscaping and drainage works on Land at Former Lafarge Site, Hollybush Lane, Aldershot GU12 5QA (Application No: 15/00074/HCC), be refused for the following reasons:
- (i) The development is in part contrary to the requirements of Policy 29 (2) and contrary to part of Policy 29 (3b) of the MWDP 2013 in that it is located within countryside and the suitability of the site for the use in this location has not been adequately justified.
 - (ii) The development is considered to be contrary to Policy 11 of the MWDP 2013 in that the Flood Risk Assessment submitted with the planning application does not provide a suitable basis for assessment to be made of the flood risks arising from the proposed development.
 - (iii) The development is considered to be contrary to Policy 10 of the MWDP 2013 and Rushmoor Local Plan saved Policy ENV14, ENV16 and E9, RBC Core Strategy CP14 and the BVS, in that the proposal would have a significant adverse impact on local amenity and quality of recreational use of the Blackwater Valley and its associated footpath.
 - (iv) The development is considered to be contrary to Policy 5 and 13 of the MWDP 2013, the BVS and RBCS Policy Policies SS1 and CP14 in that it will have an unacceptable adverse visual impact to the distinctive character of the Blackwater Valley landscape in this countryside location and the retrospective commercial use of the land into this countryside which under Policy CP14 helps protect against the coalescence of settlements in the locality.

- (B) That enforcement action be authorised to require the cessation of the use of the site, the removal of the unauthorised development on site and for the land restored to its former condition.

2. Site and proposal

Overview

- 2.1 The site, as shown on the attached plan, is located to the east of North Camp between Aldershot and Farnborough and is on the east side of the A331 Blackwater Valley Road within a 22 hectare area of former mineral extraction. The site measures a total of five hectares in size. The area to the east of Hollybush Lane was once an old mineral plant site and a concrete batching tower still remains in part.
- 2.2 The site lies near North Camp railway station, accessed off the northern end of the private Hollybush Lane, Aldershot. It is within the Blackwater Valley Green Corridor (a former Strategic Gap) and a very small portion lies within (with the rest of the site adjacent to) the Ramillies Park/North Camp Lakes Site of Importance for Nature Conservation (SINC) within the control of the applicant and used by a fishing club. It lies approximately 50 metres from the River Blackwater and adjacent to a permissive footpath. The footpath is the subject of a lease between Rushmoor Borough Council and the applicant. It is approximately 800m west of a Site of Special Scientific Interest (SSSI) located within the County of Surrey. It is approximately 800 metres west of a SSSI in the County of Surrey. The River Blackwater divides the Counties of Hampshire and Surrey and accordingly the site. The proposed site of the car park is on an historic landfill known as Ramillies Park. The site is within Flood Zones 2 and 3.
- 2.3 The total application site, which extends across approximately five hectares, is divided into two parts - land to the east of the northern end of Hollybush Lane, Aldershot and land to the west. It is divided by the privately owned Hollybush Lane in the control of the applicant. This section of the lane was a single, roughly surfaced hoggin/gravel track before being altered, part kerbed and surfaced with a section of footway by the applicant which now form part of this part retrospective planning application site. This part of Hollybush Lane, controlled by the applicant, leads onto the North Camp roundabout junction of the B3166/A3011 and A331. The nearest residential properties to the site lie approximately 196 metres to the north east, 530 metres to the south on Hollybush Lane, 135 metres to the west on the western side of the A331 and 210 metres to the east in Surrey and the Borough of Guildford.
- 2.4 Rushmoor Borough Council saved local plan Environment Policies apply as the site lies within the Blackwater Valley and is within land designated as countryside.
- 2.5 The western part of the site until recently was all naturally revegetated with trees and scrub after being landfilled post mineral extraction many years

ago. Approximately one hectare of the eastern part of the site forms part of the old Lafarge concrete batching plant and a limited amount of associated hard surfacing including an old concrete batching 'tower'. The dilapidated former concrete batching plant was permitted in the 1960s. Part of the site was also used temporarily as a construction site for the nearby A331 Blackwater Valley Road.

- 2.6 Adjacent to the north are lakes in control of the applicant forming part of a Site of Importance for Nature Conservation (SINC) now used as a fishing club. The applicant owns the SINC and some clearance works have been undertaken recently to it removing some trees/vegetation and also understood to have involved some draining of the lake. To the south, until around two/three years ago, were lakes and woodland (a former SINC until 2010) in the control of the applicant, the lakes were drained by the applicant and woodland and vegetation cleared (part unlawfully). The whole of the site is contained with fencing installed by the applicant, about which the Borough Council, it is understood, considered it was not expedient to take enforcement action against at the time of its construction.
- 2.7 This partly retrospective application has been submitted not only to regularise the buildings, bunds, hardstandings, parking, and newly surfaced and kerbed road on site but also proposed additional development on the site including a footpath serving the proposed car park from the public highway. The applicant states the site, which extends across approximately five hectares, is considered to be previously developed land. The applicant acquired the site from Lafarge. Lafarge previously used the site for concrete batching.

The Eastern Area (where the main waste facility is to be sited)

- 2.8 The eastern part of the site extends across approximately 1.8 hectares 200 metres to the south-east of North Camp Railway Station, and approximately 50 metres from the River Blackwater and adjacent to a permissive footpath known as the Blackwater Valley Path (subject of a legal agreement between the applicant and the Borough Council) .
- 2.9 A small portion of the eastern part of the site lies within (with the rest of the site adjacent to) the Ramillies Park/North Camp Lakes SINC.
- 2.10 The site to the east of Hollybush Lane currently comprises an unauthorised scrap vehicle storage and vehicle maintenance facility brought to the County Council's attention by Rushmoor Borough Council in 2012. It is being used currently to store cars that are waiting to be processed for resale and /or to be depolluted. The applicant states depollution currently takes place at the applicant's existing site at the southern end of Hollybush Lane. When members last viewed the site in 2013 it was covered in six metre plus high racks contacting numerous scrap vehicles. These racks have been removed and all current storage is at ground level. Members will note at their recent visit to the site this month that the northern half of the site is covered in priced vehicles ready for resale. The description of the development on the

current application form does not include retail sales and the applicant has been informed that this part of the proposal is not being considered by the County Council as part of the proposed development. The northern half of this site is currently covered in vehicles priced for retail sale. The development under consideration includes:

- Retrospective new concrete hard standing;
- Retrospective use of site for storage of scrap vehicles awaiting depollution
- Retrospective Security fencing around full boundary perimeter;
- Retrospective use of the site for dismantling of vehicle parts;
- Retrospective car parking for customers and site staff;
- Retrospective residential mobile home/s understood to be for security staff and respective families;
- Retrospective offices and mess facilities;
- Retrospective new earth bunding;
- Retrospective new workshop building with 'test ' pit below ground'; and
- Depollution of vehicles.

2.11 The site is flat as it is within the floodplain of the River Blackwater.

The Western area (where private car park for predominantly public commuter use is proposed)

2.12 Comprises an area of approximately one hectare, now partially cleared, of self seeded trees and shrubs between Hollybush Lane and the A331 (at higher level). This area and part of the access road is located on an historic landfill site.

Hollybush Lane

2.13 Hollybush Lane extends from North Camp Station roundabout right the way down through Aldershot Stubbs Industrial Estate toward Government Road. It is a private road (so does not form part of the public highway) and much of its length still remains a single width mud/hoggin track. The Aldershot Stubbs Industrial Estate (allocated for bad neighbour uses in the Rushmoor Core Strategy 2011) incorporates a number of waste related businesses including the applicant's own End of Life Vehicle Recycling Facility (ELV) . The southern end serving the industrial estate is accessed from the south and is hard surfaced. This Industrial Estate is located approximately 600 metres to the south of the current site subject of this application.

2.14 The northern section of Hollybush Lane, within the control of the applicant, has been widened and tarmaced between the site access and the North Camp Station Roundabout by the applicant. A footpath has also recently been constructed along the northern edge of the lane between the proposed car park, site and the public highway to the west.

2.15 The middle section of Hollybush Lane is also in the control of the applicant south of the site access but is not regularly maintained, and comprises

heavily potholed rough hoggin. This section also serves three residential properties and a cattery on the middle section of the lane.

3. Planning and Enforcement History

- 3.1 Hampshire County Council’s planning history with relation to the site is outlined below and there are no current planning permissions on the site.

In 2007 Lafarge-Redland aggregates nominated the old former Redland mineral plant site as a potential site for waste uses. Hampshire County Council, therefore, in accordance with protocol, carried out an assessment of this site as part of its document “Assessment of Sites and Areas for Waste Management Facilities in Hampshire. It noted that part of the application site was part of the old Redland mineral plant site and also noted that an application for an aggregate recycling facility at the site was refused in 2001. The assessment states that based on information available at that time in 2012 this part of the site is considered suitable for certain waste uses but deliverability and suitability would need to be demonstrated due to impacts upon the Blackwater valley and its footpath, Water resource issues, visual impact , traffic amenity and other environmental issues. Since this was drafted further issues have come to light such as flood risk, landscape character impacts through consultation responses to the current and previous ELV applications.

Hampshire County Council’s Planning Enforcement service states it was informed of unauthorised development on this site by Rushmoor Borough Council on 24 May 2012. County Planning enforcement wrote to the applicant on 29 May 2012 and served a Planning Contravention Notice on 1 June 2012 to which the applicant responded by e-mail on 19 June 2012. The applicant engaged a planning consultant to submit a planning application on his behalf. County Planning completed an EIA (Environmental Impact Assessment) screening opinion and concluded the development to be an EIA development and an Environmental Statement has been submitted with the application. The County Council regulatory committee refused a planning application for an ELV and a metal recycling facility on the site on 15 January 2014 as listed below.

Application No.	Site Reference	Location	Proposal
15/00074/HCC	RM035	Land at Former Lafarge Site, Hollybush Lane, Aldershot Hampshire GU12 5QA	Development of the site to provide an End of Life Treatment Facility, incorporating the existing hardstanding and perimeter screening. Including the provision of office accommodation and workshop (retrospective). The development also includes a new car park for private and public use, with a footpath along Hollybush Lane. together with landscaping and

			drainage works
12/00912/HCC	RM035	Former Lafarge Site, Hollybush Lane, Nr Aldershot Hampshire GU12 5QA	Development of the site to provide an end of life vehicle treatment facility and metal recycling facility, comprising of new buildings, hardstanding, weighbridges, perimeter screening and fencing, an extension to the road and associated road improvements, a footpath and a new car park for staff and public use, (part retrospective), development also including landscaping, the provision of a sustainable drainage system and the demolition of a concrete batching tower
SCR/2012/0296	RM035	Hollybush Lane	Screening Opinion: Development of an authorised treatment facility and metal recycling facility

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- 3.2 Importation of construction/demolition waste, its storage, processing and despatch as secondary aggregates, Lafarge Redland Aggregates Limited, North Camp, Farnborough. App no: 00/00692/CMA Site ref RM005. Hampshire County Council refused permission for this development which was the subject of an appeal that was dismissed. At the time the site was designated in the Rushmoor Local Plan as Strategic Gap.
- 3.3 Part of the site was understood to have been used as a contractor yard relating to the construction of the Blackwater Valley Road.
- 3.4 Hampshire County Council refused permission for a small waste extension site within countryside adjacent to the very southern end of Aldershot Stubbs industrial Estate known as land adjacent to Unit 1A, Hollybush Lane, Aldershot, Hampshire, GU11 2PX. Following refusal an Enforcement notice was served which was appealed. Although not related to the application site, this is considered relevant as similar issues were raised regarding industrial development in the Blackwater Valley countryside.

12/00513/HCC	RM031	1 Hollybush Lane, Aldershot, Hampshire GU11 2PX	Storage of empty skips and containers, with screening bund
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- 3.5. The appellant appealed the enforcement notice APP/Q1770/C/13/2191563 at Unit 1, Hollybush Lane, Aldershot but the inspector dismissed the appeal. In so doing the inspector referred to matters relevant to this current application as the site was very much smaller, near the Blackwater Valley Path (although not directly adjacent as separated from it by the River) and also in countryside within the Blackwater Valley. The appeal site in this case was overall nearer the public highway and adjacent to an industrial estate.

"I noted that partial views of some of the skips could be obtained from points along the footway and I have no doubt that partial views of large vehicles in the site would also be obtained over the height of the bund, particularly at times of the year when there was limited leaf cover on the intervening trees. I do not consider that the earth bund and additional landscaping proposed for the Appellant's land (in accordance with the original planning permission for the WTS) would completely screen views into the site from positions opposite the site along the footway to the south-east.....Partial views into the site I have described from the footway along the Blackwater Valley and the likely noise emanating from the use of the site both from vehicles manoeuvring within it and from the handling and placement of the empty skips would emphasise the close proximity of the proposed commercial activity to the footway and reduce the recreational enjoyment of its users. In that respect I consider that the scheme would exacerbate some of the concerns raised by interested parties at the Hearing and would conflict with aims of the Blackwater Valley Countryside Partnership expressed in the BVS6 (to which I can attach limited weight) to improve landscape screening of the ASIE (Aldershot Stubbs Industrial Estate) as it is indicated in that document as being "visibly and audibly intrusive" to users of the Valley.

The above factors lead me to the conclusion on the first issue that the appeal scheme has a materially harmful effect on the character and appearance of the locality in conflict with CS policy CP14, HMWCS policies DC3 and DC13 and the aims of the BVS.....I found above that the considerations regarding the sustainability of aspects of the appeal scheme raised by the Appellant weigh in its favour and as such it gains support from national planning policy considerations in the Framework. However those factors are outweighed by the harm to the character and appearance of the locality that would result from the proposed scheme in conflict with CS policy CP14, HMWCS policies DC3 and DC13 and the aims of the BVS. My overall conclusion is that there are compelling grounds that the appeal should be dismissed. For the reasons given above and having regard to all other matters raised I conclude that the appeal on ground (a) should not succeed."

Rushmoor Borough Council Planning and Enforcement History

- 3.6 Planning permission was first granted in outline form in December 1963 for the installation of plant for the production of ready-mixed concrete, FAU1050/2 refers. This was followed in March 1969 by a planning permission for the installation of plant for the production of ready-mixed concrete, FAU 4513 refers. Much more recently there was some correspondence between Lafarge, Rushmoor Borough Council and Hampshire County Council in 2010 concerning the possibility of installing a new concrete batching plant on the site. At that time it appeared that the original concrete batching plant had largely been removed from the site and it was suggested that the use had been abandoned. Lafarge did not pursue its proposals.

- 3.7 Rushmoor Borough Council Enforcement officer states the gravel pit lakes within the control of the applicant have been used for many years by local fishing clubs. There is no planning permission for this, but it would have acquired lawfulness many years ago and, indeed, would not be an unacceptable use of the land in any event. Parking has been available for Fishing Club use on land near the former Lafarge Compound for many years also, although this has been extended and formalised alongside the recent extensive works to the former Lafarge Compound.
- 3.8 Rushmoor Borough Council states it served a Planning Contravention Notice on the applicant, Mr Boulden, in July 2012 in parallel (and to an extent overlapping) with a Planning Contravention Notice(PCN) served by Hampshire County Council. The Rushmoor Borough Council PCN identified the following breaches of planning control relating to the whole area of land understood to be owned by Mr Boulden:
- erection of metal palisade fencing (including gates) in excess of 2 metres in height to enclose land;
 - construction of kerbs, tarmac surfacing to road and car parking areas;
 - installation of drainage to section of road;
 - construction of an access road to fishing lakes by-passing former Lafarge compound and a further vehicle track around the northern fishing lake;
 - installation of portable toilet cubicles;
 - construction of some additional bunds to enclose land;
 - installation and occupation of residential mobile homes;
 - laying of concrete hardstandings;
 - siting of portable buildings used as an office and staff facilities;
 - erection of a metal-clad commercial building;
 - installation of steel racking for storage of scrap motor vehicles;
 - installation of lighting columns; and
 - display of advertisement signs.
- 3.9 Mr Boulden's response to the Rushmoor Borough Council PCN did not deny that any of the above works have taken place (he could hardly do so) and are not unauthorised works in a Planning sense. Nevertheless, he has so far declined to submit retrospective planning applications. The Borough Council adds with relation to its view on enforcement in 2012 "no doubt judging, correctly, that Rushmoor Borough Council does not consider that there is sufficient material planning harm arising from these works to justify the Borough Council taking enforcement action."
- 3.10 Since then Mr Boulden has undertaken other significant works relating to the lakes to the south of the former Lafarge Compound involving the wholesale felling of trees and removal of scrub, the draining and re-modelling of the lakes, creation of further access tracks and hardened surfaces around the lakes, modifications and additions to bunds. This is all related according to Rushmoor Borough Council to the applicant's plans to improve, re-stock and

allow the re-commencement of the recreational fishing use of these lakes in addition to the northern one. Rushmoor Borough Council advised the applicant in 2012 that these works also required planning permission and retrospective planning applications were invited – with no response.

3.11 Rushmoor Borough Council stated in 2012 it was aware that the applicant had ambitions to provide further facilities ancillary to the fishing use of the lakes, which could possibly involve provision of some form of small-scale shop to sell bait, food, fishing tackle, permits etc., possibly within a 'facilities' building providing toilets for anglers and Rushmoor Borough Council advised that provision of such a facility would need planning permission.

3.12 The Borough Council stated in 2012 that the applicant's fishing lake refurbishment programme "has now moved onto the lakes on the Surrey County Council side of the Blackwater River. This is land within Guildford Borough Council's area. It is understood that trees have been felled recently in Surrey and bunds constructed."

3.13 As of April 2015 Rushmoor Borough Council is preparing to serve enforcement notices upon the applicant relating to the following breaches as inspected on 11 February 2015, the breach is primarily the unauthorised material change of use of the land to use for the following purposes:-

- (a) Used motor vehicle sales;
- (b) Storage of motor vehicles awaiting assessment for repair/sale or scrapping;
- (c) Storage of de-polluted motor vehicle bodies and/or vehicle parts; and
- (d) Siting of a Mobile Home in the approximate position annotated 'X' on the attached plan.

Associated with this unauthorised material change of use is various ancillary development and use of land comprising:-

- (a) Erection of buildings annotated 'B' on the attached plan;
- (b) Portable buildings annotated 'P';
- (c) Erection of new or substantially modified earthen bunds to enclose the site between the approximate positions annotated 'Y' on the attached plan;
- (d) Construction of new hard-standing covering the area annotated 'H' on the attached plan;
- (e) Construction of a tarmac surfaced car park annotated 'CP' on the attached plan; and
- (f) Various miscellaneous items including light columns, metal freight containers, skips, storage tanks, fork-lift truck, fork-lift pallets and boxes, temporary metal mesh fence panels, refuse bins, advertising and other signage, scaffolding, assorted scrap machinery, metal and other materials.

The unauthorised changes of use of the land have taken place within the last 10 years and the ancillary operational development within the last 4 years.

Forestry Commission

3.14 The Forestry Commission served a re-stocking notice on the applicant around 2013 following the unauthorised removal of trees on the applicant's land to the south including mature oaks of over a certain diameter. The notice required that 700 trees be planted in lieu of part of this but these 700 would only be planted on a portion of the land directly to the south of the application site and not along the eastern boundary next to the footpath. This planting has been done including on a large screening bund to the south of the site that at the time the Borough council did not consider it expedient to take enforcement action against.

4. The Proposal

4.1 The application is a significant part retrospective proposed development of the eastern part of the site to provide an End of Life (ELV) vehicle treatment facility, comprising of new buildings, hardstandings, perimeter screening and fencing, an extension to the road and associated road improvements. For the western part of the site the applicant is proposing a new private car park for the public with some staff use. The development also includes landscaping, and the provision of a sustainable drainage system. The proposal is of a lesser scale, for example in terms of built development and activities, than the proposal that members refused in 2014 although the site area is the same.

4.2 The applicant states that the proposed development will provide a new purpose-built facility which will complement the existing operations to the south on Aldershot Stubbs Industrial Estate which the applicant states has reached operational capacity and that there is no available land adjoining, or within that estate. It is proposed that the use of the application site would provide additional capacity for storing and depolluting cars. Cars that are fit for resale would be stored in a designated area and cars that have no further use would be depolluted and then prepared for export and scrap. The applicant anticipates that the site would handle 400 cars per month.

4.3 Vehicles will be delivered to site typically on a flatbed truck. These will be removed by forklift and stored on site. Depollution activities will be undertaken within the Depollution Building located centrally on site, to be adapted from the existing building currently occupying that location. The following items will be removed; engines, gearboxes, radiators, carburettors, alternators, starter motors, distributors and headlamps. The dismantling will take place in dedicated shipping containers, and will be manually intensive. The removed parts will be stored until sufficient quantities have been collected for dispatch.

4.4 As part of the development it is proposed to provide an alternative parking area for commuters using North Camp Station. At present, commuters park their cars along Hollybush Lane which makes access to the application site difficult. The applicant sets out that typically 50-60 cars park on Hollybush

Lane and on the grass verge during the working week. There is limited parking at the station and the applicant sets out that further parking restrictions are being considered in this locality. The development would also include the provision of a new pavement linking the surfaced car park to the station access footpath.

- 4.5 The parking provided will be for commuters, employees, visitors to the site and visitors to the recreational activities in this area. This will include access to the Blackwater River Valley footpath network. It is anticipated that the breakdown of parking requirements will be as follows:

New Car Park

- Staff 8
- Public (commuters) 70
- Public (recreational) 13
- Visitors 10
- Disabled 5

Total 106

Operational Area

- Staff 10

Total 113

- 4.6 There is a 2.4 metre high green steel palisade fence around the operational area of the application site to the east of Hollybush Lane. This fence would be retained and would prevent unauthorised access to the application site. The proposed items of plant and machinery to be used at the site include forklifts and manual tools. The applicant sets out that there would be no storage racks on the site and that all cars would be stored as single units and that all existing racks have been removed from the site. The applicant proposes that the existing workshop building would be adapted for depollution purposes.
- 4.7 With regards to bunds at the site, the applicant sets out that the operational area is defined by a bund which is approximately 3 metres in height. It is stated that the bund on the western side was provided during the construction of the A331 (between 1985 and 1996) with other bunds constructed during Lafarge's occupation of the site, and subsequent occupants. After the applicant acquired the site in August 2011, the bunds were re-profiled by the applicant to remove the hardcore content and regraded to provide a soil bund. The applicant states that the bunds have now naturally vegetated and screen the site.
- 4.8 The proposed hours of operation at the site would be 07:30 – 17:30 Monday to Friday; and 07:30 – 13:00 on Saturdays. Car deliveries would be from 07:00 – 22:00 on all days of the year except Christmas Day.
- 4.9 The previous ELV application submitted by the applicant for this site proposed 465 vehicle trips per day and in comparison the new application

states traffic flows will now be at a much lower level of 71 movements per day. The applicant has constructed a surfaced footpath on the eastern side of Hollybush Lane part way between the site access and the T- junction to the north near the North Camp Station roundabout.

- 4.10 Aldershot Car Spares Limited is a family-owned business that has been operating for about 20 years. The company is part of the UCS Group which includes Car and Metal Recyclers, Part Worn Tyre Warehouse and Repairable Vehicles. The company employs approximately 38 staff. The current main operational base is located at the southern end of Hollybush Lane. It is anticipated that the new development will require a further 10 people within the company. The proposed breakdown of staff is anticipated to be 35 at the application site and 13 at the existing site at the southern end of Hollybush Lane. The applicant states the company is a significant employer in the local area, employing up to 38 people, which contributes to the local economy. The proposed development will secure the existing employment, as well as provide long term job opportunities. The delivery of the development will require up to 50 personnel. It will also provide an outlet for businesses and residents to sell metal and End of Life Vehicles. Many small businesses generate metal wastes, for example, local building contractors, electricians and plumbers. These are considered to be small suppliers of metal, but will be able to recover some value of the metal they accumulate during their line of business. The application site will therefore in turn support these local businesses.

EIA Development

- 4.11 The proposal is an EIA Development under the Environmental Impact Assessment Regulations 2011 and an environmental statement has been submitted. The EIA concludes that, subject to proposed mitigation, the development is unlikely to have significant adverse environmental effects. The following topic areas were considered within the Environmental Statement:

- **Traffic and transport-** concludes development acceptable in highway terms subject to mitigation;
- **Landscape and Visual Amenity-** only the roof of the building will be seen beyond the site; landscape enhancement proposed; will not have an unacceptable adverse visual impact subject to mitigation proposed..
- **Noise-** recommends conditions including no ELV processing beyond 17.30 hours ;
- **Air Quality-** subject to mitigation by way of planning conditions it will have no significant adverse impacts;
- **Ecology-**no significant issues raised as it states there are no areas of ecological importance within site or in immediate surrounding area . It makes some further recommendations to increase biodiversity.

- **Inter-relationships between Impacts (including Socio-economics; and Climatic factors)** - it will provide new jobs, provide an ELV facility, create ecological and landscape enhancement, provide a new car park.
- **Alternatives**- see below;
- **Soil and Water including a Geo- Environmental Site Investigation** (January 2015) – see below.

4.12 **The Alternatives Assessment** evaluated possible alternative sites to the application site for the proposed operation that are not located within the countryside. It concludes that there is no land available providing the same area, or even equivalent to the proposed operational area or no land where an ELV facility would be welcomed by those marketing potential sites (e.g. too near residential properties).

The Alternatives Assessment highlights the site has the following positive attributes which make it suitable for the proposed use:

- Excellent access to the main road network.
- Proximity to the existing customers and source of arising's.
- No nearby residential properties or workplaces.
- It is deliverable.
- The majority of the site is previously developed land.

It concludes the application site is both suitable and available. The site can comply with the Hampshire County Council's locational requirements and the lack of suitable, available alternative sites that are located within the settlement boundary adds weight in favour of using the application site.

A Design and Access Statement and a Flood Risk Assessment have been submitted with the application.

4.13 **The Geo-Environmental Site investigation** has evaluated that part of the site comprising the road and proposed car park which is the area subject of an historic landfill (refuse) site and where it is proposed that some areas of raised materials will be extracted to create a level car park. The area is currently not in a flood risk zone but lowering the levels could put it at risk. It notes to the west of the site the elevated area of material continues towards the dual carriageway. Removal of materials is likely to create a new slope at the edge of the proposed car park. Slope gradient needs to be considered to ensure long term stability. With regards soakaways it notes the Environment Agency may object to the use of infiltration devices as the presence of the shallow water table below the car park area may not provide sufficient unsaturated zone. The report makes the following key recommendations:

- Following the bulk excavation and sorting of the landfilled materials, further testing (such as particle size distribution and compaction trials) may be required to classify the deposits for reuse, with in situ testing required to confirm the relevant design values for car park/access road construction make-up.

- A transmission gas main runs through the site and so National Grid should be contacted with regards to the protection of this service and any impact its presence shall have on the redevelopment.
- A further nine gas monitoring visits would be required to comply with the relevant regulations. However, the proposed end-use of the site is for a car park with no buildings. In addition, a substantial part of the waste will be removed as part of the redevelopment which will reduce the gas risk. As a result no gas protection measures are considered to be required. It is therefore considered that the extended monitoring period is not necessary, but this will depend upon the opinion of the local authority.
- During the site works it was noted that a large clone of the invasive plant Japanese Knotweed was growing on the highway land neighbouring the site. Once the exact site boundary has been determined, further advice should be sought regarding whether the plant is a sufficient distance away from the site such that its rhizome (root like structure) will not be encountered during the planned development. It should be noted that this plant is very easily spread and that causing it to grow in a new area is a criminal offence.

4.14 **The Flood Risk Assessment (December 2014)** concludes:

- There is no reduction in flood storage on the site and the existing regime (which was utilised by Lafarge historically) remains in place. The principles of the flood risk assessment have been previously agreed and supported by the Environment Agency.
- The activities to be undertaken on the site all lie outside of the 1 in 100 year plus climate change event.
- The provision of intercepted rainfall and of a substantial attenuation storage area is a substantial enhancement over the original site and allows for pollution prevention and control at source and a better controlled discharge of high intensity rainfall events from the site than currently exists.
- The proposal for the site has a lower risk in terms of flooding for the site than was originally envisaged and permitted historically.
- The risk of pollution due to flooding and overland flow from the site is substantially reduced.
- The existing rainfall scenario in the car park area is enhanced and the opportunity taken to reduce potential pollution pathways as a result of flooding and rainfall.

5. **Development Plan**

5.1 Hampshire Mineral and Waste Plan 2013

- Policy 1: Sustainable minerals and waste development;
- Policy 2: Climate change - mitigation and adaptation;
- Policy 3: Protection of habitats and species;
- Policy 5: Protection of the countryside;
- Policy 10: Protecting public health, safety and amenity;

- Policy 11: Flood risk and prevention;
- Policy 12: Managing traffic;
- Policy 13: High-quality design of minerals and waste development;
- Policy 25: Sustainable waste management;
- Policy 27: Capacity for waste management development;
- Policy 29: Locations and sites for waste management; and
- Policy 33 Hazardous and Low level Radioactive Waste Development.

5.2 National Planning Policy Framework (March 2012) is a material consideration. In assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development. For **decision-taking** this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out of date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.

5.3 **National Planning Policy Guidance**

5.4 **Waste Management Plan for England (December 2013)**

5.5 **National Planning Policy for Waste October 2014** (supersedes PPG 10: Planning and Waste Management (ODPM))

5.6 **Rushmoor Borough Council Local Plan** saved policies ENV14, ENV16, and E9.

5.7 **Rushmoor Borough Council Core Strategy** Policies SS1, CP14, and CP16.

5.8 **Blackwater Valley Countryside Strategy 2011-15 (BVS)** – non statutory.

6. Consultations

6.1. **Councillor Choudhary's** comments on the proposal will be reported orally to the Regulatory Committee.

6.2. **Councillor Wall**, adjacent member, has been informed of the proposal.

6.3 **Rushmoor Borough Council** has raised objection to the application on the grounds that:

- (i) The proposed continued and expanded developed commercial use of the land is an unacceptable and unjustified intrusion and expansion of commercial land use into the countryside to the detriment of the quiet open visual character and landscape of the area contrary to Rushmoor Core Strategy Policies SS1 and CP14 and saved Local Plan Policies ENV14, ENV16 and E9.

- (ii) It has not been satisfactorily demonstrated that the proposed development would have an acceptable impact in terms of:-
- undue noise impacting upon the amenities of nearby residential properties; and
 - the safe use and function of the North Camp Roundabout and North Camp station road junction as a result of traffic associated with the development.

6.4 **Environmental Health Rushmoor** – raise no objection in principle to the application subject to conditions. It states the Hours of opening within the application are 07.30 – 17.30 Monday to Friday and 07.30 – 13.00 Saturday. However, within the submitted details these hours are referred to as operational hours and that the facility also wants to take vehicle deliveries between the hours of 07.00 and 22.00 hours, 364 days of the year. It is recommended that these hours are conditioned as the accompanying Noise Assessment Report is based on these being the operational hours. Any operational works outside these core daytime hours could have a significantly adverse impact on residential amenity.

Environmental Health also makes the following additional comments

Noise: EHO is satisfied with the submitted noise report and would agree with the recommendation made within it. Namely that:

- End of Life Vehicle processing does not take place outside of the operational hours stated; 07:30 – 17:30 hours Monday to Friday and 07:30 – 13:00 hours on Saturdays. These times should be conditioned.
- Activities between 17:30 and 22:00 hours are limited to car imports only and the site should be closed during night-time hours.
- ‘power-saw’ operations should be performed within designated bays and that details of these bays should be submitted to the LPA for approval.
- An acoustic-grade barrier of at least 3m in height around the Application Site processing area be permanently maintained throughout the life of the facility/use. :

Lighting

There has been no assessment of lighting at the application site. It is very unlikely that external lighting will impact on residential amenity given the distances involved. However, as the site will be open up to at least 22:00 hours every day to accept incoming vehicles then there may be implications for wildlife. It would be prudent to place a condition against any permission granted requiring the submission of any proposed lighting details for approval.

Contaminated Land

The submitted Geo-Environmental Site Investigation Report has investigated soil and groundwater samples taken from the site, and investigated the presence of landfill gas. The sorting and removal of the landfill material is a waste operation and will need to be undertaken by a competent licensed

contractor complying with waste legislation and working in accordance with Environment Agency guidance.

Environmental Health states the car park will be cut into the existing landfill and once the car park area is at the appropriate level there will an exposed bank left leading onto the rest of the landfill area that falls outside the application site. This bank will need to be graded and suitably capped to break any potential pollutant linkage to site users. A suitably worded condition should be applied to any permissions granted requiring details of appropriate mitigation to the remaining landfill area that will be exposed as a result of the development works.

In addition, if during the excavation any anomalous material is encountered that is different to that revealed by site investigation, then this should be investigated further by a competent person and reported to the LPA. If permission is granted the Borough Council's Contamination conditions should be applied.

6.5 **Ash Parish Council** states its previous objections as outlined below have been addressed and consequently have no comments to make on the application. Its previous objections related to:

- it would like working hours to be restricted to between 7:00am and 8:00pm;
- the noise assessment has been carried out during working hours with no readings taken during evenings or weekends;
- concern over access onto roundabout at the Lynchford Road/ Stratford Road junction;
- concern over possible contamination of the River Blackwater; and
- requests no working allowed on Sundays, Bank Holidays and Saturday afternoons.

6.6 **Environment Agency** - objects to the proposal on the grounds that the Flood Risk Assessment submitted with this application does not comply with the requirements set out in Paragraph 10 of the Planning Practice Guidance to the National Planning Policy Framework. The submitted Flood Risk Assessment does not therefore; provide a suitable basis for assessment to be made of the flood risks arising from the proposed development. In particular, the submitted Flood Risk Assessment fails to:

1. *Take the impacts of climate change into account*
2. *Demonstrate no increase in run off rates*
3. *Consider the impacts on the flood plain and proposed drainage of the site with the setting and location of drainage features*

6.7 **Thames Water** - Surface Water Drainage -. With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or

off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Thames Water would advise that with regard to sewerage infrastructure capacity, we would not have any objection to the above planning application.

Water Comment - With regard to water supply, this comes within the area covered by the South East Water Company.

6.8 Natural England- Statutory nature conservation sites – no objection

This application is in close proximity to the Basingstoke Canal Site of Special Scientific Interest (SSSI).

Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the site has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. This application is also in close proximity to the Ash to Brookwood Heaths Site of Special Scientific Interest (SSSI). This SSSI forms part of the Thursley, Ash, Pirbright & Chobham Special Area of Conservation (SAC). Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the Ash to Brookwood Heaths SSSI has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Protected species impacts is a matter for the County Council as Local Planning Authority.

6.9 Blackwater Valley Countryside Partnership – The Blackwater Valley Countryside Partnership aims to improve the quality of the landscape alongside the River Blackwater and improve the value of the Valley for its green infrastructure role, including public access, biodiversity and flood prevention. Its partners (including Hampshire County Council and Rushmoor Borough Council) have included policies in support of these aims in their statutory planning documents. The site is designated as countryside within Rushmoor BC Core Strategy and policies CP 11 Green Infrastructure, CP 14 Countryside, CP 15 Biodiversity, CP 16 Reducing and Managing Travel Demand are all relevant.

The use of a site in the countryside for a recycling facility is contrary to the Hampshire Minerals and Waste Local Plan policies. The application is part retrospective and much work has already been carried out on site, but it should be judged by its impact on the pre existing situation. Prior to work commencing the site in the applicant's ownership (including adjacent land in Surrey) was largely secluded angling lakes surrounded by mature trees lakes. Much of the area was designated for its wildlife Value as SINC and as a whole it was an important section in the Valley's Green corridor. An

agreement with Rushmoor BC permitted public use of a path alongside the river for 50 years, providing a pleasant and well used route and an important link in the long distance Blackwater Valley path. Since purchasing the site the applicant has carried out much work removing most of the trees draining reprofiling lakes, raising and creating bunds as well as constructing the car recycling facility.

The permissive path has been diverted away from the river along a greatly inferior route including the muddy Hollybush Lane (used by HGVs and adjacent to the busy and noisy A331) and roads at the entrance to the site. See landscape report viewpoints 1-7. Use of the route has fallen greatly, permitting the application without securing an acceptable route would be contrary to policy.

The landscape report suggests planting 123 small tree whips will mitigate for the landscape and ecological damage – The BWVP disagrees- it notes that the Environment Agency is not satisfied that the proposal will not increase flood risk in the Valley. The Partnership objects to the application due to its deleterious impact upon the local landscape, the River Blackwater and its floodplain, and public access and as it is contrary to statutory policies for the Valley.

If Hampshire CC is minded to give permission then conditions must be attached to mitigate for the damage caused by this development. These should include comprehensive landscape proposals and management plan for the whole site within the applicant's ownership, and provision of a statutory public access route for pedestrian and cycle use on an acceptable route, preferably alongside the river.

- 6.10 **Highway Authority** – raises no objection to the proposal which it states is reduced in scale since the refusal of the previous application at the site. It states the original application proposed 465 trips per day and in comparison the new application states traffic flows will now be at a much lower level of 71 movements per day.

The original reason for refusal on highway grounds has been remedied through the provision of a footway, and as the site is predicted to generate approximately 13% of the trips originally approved in the initial application, the Highway authority is satisfied that this proposal will not have significant impact on the highway. It raises no objections subject to conditions.

- 6.11 **TAG Aviation UK Ltd** - has made no response to the consultation.

- 6.12 **Guildford Borough Council** raises no objection.

- 6.13 **Surrey County Council** objects on the grounds that the development would be harmful to the landscape character and visual amenities of the Blackwater Valley.

The Blackwater Valley has a special landscape character and contributes to the maintenance of an open and natural area of landscape between Aldershot / Farnborough, and Ash / Ash Vale and Tongham. The importance of the gap between the two settlement areas around the site is identified in

the Blackwater Valley Strategic Open Gap Policy (Policy R11) of the Guildford Borough Council Local Plan 2003 and the Countryside Policy (Policy CP14) of the Rushmoor Core Strategy 2011.

The Surrey County Council Landscape Architect (CLA) sets out that the proposed development is harmful in character, being industrial in nature with the retention of steel palisade security fencing, bunds, hard standing and car parking making it unsympathetic to the natural character of the Blackwater Valley. They go on to state that the proposal also fails to provide any positive environmental, landscape, biodiversity or nature conservation improvements that would ensure that the site makes a positive contribution or enhancement to the natural environment of the Blackwater Valley. Limited tree planting along an existing bund, which is in itself harmful to the landscape character of the flat valley floor, is not sufficient to mitigate for landscape harm. The CLA concludes that the proposed development is harmful to the character of a landscape that has been identified as an area of special landscape quality, natural character and importance for biodiversity and recreation and important to prevent the coalescence of settlements. As such, the CLA objects to this proposal. Officers consider that the proposal would have an unacceptable impact on local landscape character and visual amenity and is therefore contrary to Policy CP14 of the Rushmoor Core Strategy 2011.

If, having considered the application, Hampshire County Council is satisfied that no adverse impact would arise, and is minded to grant planning permission, appropriate planning conditions should be imposed to ensure protection of the environment and amenity of local residents in Surrey in terms of noise, highways and traffic, ecology and landscape and visual impact.

- 6.14 **South East Water** - has made no response to the consultation.
- 6.15 **Rights of Way Manager** - raises no objection as the existing path is a permissive path but as raised by County Planning with ROW it would welcome the opportunity to secure a statutory path such as through a Section 106 Agreement if members were minded to grant permission.
- 6.16 **Blackwater Valley Countryside Trust (BVCT)** – strongly objects to the application on the basis of that this has been built without planning permission in an area of countryside that is not approved for this use. Trees have been felled and buildings erected, when an area nearby at Hollybush Lane Industrial Estate is more appropriate to this activity. There is a visual impact along the Blackwater Path which detracts from the beauty of the area and a possible danger of pollution of the river. The green corridor that is the Blackwater Valley is a very important green space for wildlife and recreational use and should remain so for us and future generations.
- 6.17 **Network rail** raises objection to the proposal.
- 6.18 **Hampshire Countryside Access Forum** – in 2014 the landowner closed the permissive Blackwater Valley path to cyclists and diverted it to an unsuitable and much less attractive route. He is permitted to do this as long

as a suitable alternative is provided under the agreement the landowner has with Rushmoor Borough Council. The Forum feels strongly that an appropriate path should be available for public use. It is advised that if permission is granted it should include a condition for the applicant to provide and maintain a path suitable for safe use by pedestrians and cyclists and dedicate it in perpetuity as a right of way.

7. Representations

7.1 In total two letters of objection and three letters/e-mails making comment have been received to the proposal and also 25 expressions of support.

7.2 Letters of objection and concerns raised the following key issues summarised below:

- retrospective development in the countryside and within the Blackwater valley green corridor;
- adverse amenity impacts to users of Blackwater Valley path and to the area due to noise, visual impact and proposed hours of working;
- hours of working proposed processing from 0700 to 22.00 hrs. 364 days per year and includes weekends and bank holidays would cause adverse amenity and quality of life impacts to recreational users of footpath and local residents;
- loss of valuable habitat through unauthorised activity and no proper checks on potential wildlife impacts;
- will destroy the local area for years to come including polluting River Blackwater and the land;
- for many years Councils, environmental agencies and local people have toiled to improve the surrounding areas both for the environment and for people to enjoy, walks have been created, the river cleaned up, and wildlife returning to once deprived area- this proposal is a major step backwards and should not be approved; and
- noise survey was only undertaken between 10.30 am and 4.30pm. Noise of balers not considered and fact that site already producing noise unlawfully. A noise assessment for the full hours needs to be undertaken and should not operate in late evening, Saturdays, Sundays and bank holidays as would impact on amenity and quality of life.

7.3 Residents living on Hollybush Lane between the industrial estate at Aldershot Stubbs state they are not objecting to the application but ask Members to consider the following points 'favourably' if members are minded to grant planning permission:

- i) Access to and from their home - would the development cut off their access at the North Camp Station end of Hollybush Lane?

- ii) Drainage off the lane – there is no proper drainage on Hollybush Lane and due to increased use by HGVs between the applicant's two sites conditions on the land have deteriorated further.
- iii) Significant increase in traffic cars and LGVs in connection with both businesses by staff, trade and customers.
- iv) Lane used by pedestrians on a daily basis but no footpath so increased use would be a health and safety hazard.
- v) Standard of lane would have to be improved to accommodate vehicular increase.
- vi) Traffic calming measures - if the land is made up to a suitable standard this would encourage speeding traffic so traffic calming may be necessary.

7.4 Twenty five expressions of support, have been received to the application. The majority have given a personal e-mail address but not defined where they are located. The supporters (one of which stated they were an employee, and another the spouse of the same) state that it is a good, well run, and useful facility in a good location associated with recycling operations for end of life vehicles. Some give support for the creation of car parking and to economic growth and jobs.

Of these supporters, businesses that provided responses with letterhead addresses were:

Trafalgar marine Technology Ltd, Leeds
Removemycar.co.uk – Coventry
UK Purchasing South – Liverpool
Amthal Fire & Security – St Albans
AutoDrain – Leeds
Tile Warehouse – Ash Vale (Local)
H Ripley & Co. – Hailsham, East Sussex
Liebherr GB Ltd – (email)

8. Members Site Visit

8.1 Members of the Regulatory Committee previously visited the site on 2 September 2013. Members were shown the area to the east where retrospective development had taken place and buildings, hard standings, offices, and racks of cars were on site. The new bunds surrounding the site were pointed out to Members as forming part of the scheme and from the top of one of the bunds some Members viewed the Blackwater Valley Path adjacent and the River Blackwater with views south to the land owned by the applicant across which trees and all vegetation had been cleared. It was clarified on site that the existing old concrete batching plant tower was 15metres high, the cars stacked at that time to seven metres above ground level and the new building would be 12 metres high. Members noted the

concrete surfacing and the main singular point of vehicular access onto Hollybush Lane. From the layout plan members could see that a small roundabout was indicated and that Hollybush Lane had already been surfaced in tarmac with a kerbed footway along its eastern edge. Members were shown where the proposed car park would be and the trees that would need to be removed along with understorey vegetation to make way for it.

- 8.2 Members revisited the site on the 11 May 2015 with relation to this current application which is reduced in scale from that witnessed previously by members - not in site area- but in terms that the 7m high racks have been removed, a non-ferrous metal recycling facility is not proposed, and a new footpath has been created from the highway to the proposed car park along the northern edge of Hollybush Lane. The changes to the SINC which is now much more open to public view due to vegetation and other clearance works having taken place, was highlighted to members. The proximity of the River Blackwater adjacent to the east alongside the permissive footpath (now blocked and re routed) adjacent to the site was also pointed out to members and it was explained that under a legal agreement with Rushmoor Borough Council the applicant has the right to close the path so long as another suitable route is provided. Clearance and new planting mostly undertaken through the serving of Forestry Commission notices was pointed out to members on the de-designated SINC to the south. Likewise some vegetation clearance of land to the west of Hollybush Lane where the proposed car park would be, was also highlighted to members.

9. Commentary

- 9.1 This site is located on land designated as countryside in the Rushmoor Core Strategy. It is considered that the principle raised by this proposal is whether the contribution the proposed site would make towards meeting national and local objectives for metal recycling through an End of Life Vehicle facility is significant in itself to depart from policy, outweigh any potential harm to the integrity of the countryside and the Blackwater Valley (a valuable recreational 'green lung, ecological and environmental resource ') and in particular whether the development as designed is satisfactory in flood risk terms.
- 9.2 The following key issues are raised by the application:
- (a) Need for the development, suitability and compliance with locational policy.
 - (b) Landscape character, settlement coalesce and visual impacts.
 - (c) Amenity impacts to nearest residential properties, nearby businesses and recreational users of Blackwater Valley footpath.
 - (d) Highway safety Impacts and proposed commuter parking.
 - (e) Nature conservation impacts – including location of SINC.
 - (f) Landfill contamination issues.
 - (g) Flood risk and groundwater protection issues.

Need and location

- 9.3 There is national and local policy support for the recovery and re-use of metal. This assists in reducing the amount of materials going to landfill. It is considered that the development would help in the achievement of these objectives but any waste development proposal must satisfy key Policy 29 3(b) of the MWDP (2013) which states 'Development in other locations will be supported where it is demonstrated that:....' a special need for that location and the suitability of the site can be justified.'

In 2013 one of the reasons for refusal of the previous ELV and metal recycling application at this site was this policy 29 3(b). The planning statement and the ES submitted with this current application includes an assessment of alternative sites. The applicant has investigated other sites for sale and other land within the search area and has had little success in finding sites that are remote enough from residential properties or other sensitive receptors, or where the landowners are happy to have an ELV centre on the land and where there would be no other significant environmental impacts likely to be caused by an ELV facility and also finding sites with good, safe and close access to the Hampshire lorry route network.

The MWDP (2013) in the supporting text to Policy 29 gives support to ELV locations in the countryside as it states that:

'recycling and recovery activities which predominantly take place in the open (outside buildings) or involve large areas of open air storage include....end of life vehicle processing. Because these activities can create noise, odours and other emissions they are not easily assimilated in built up areas. Sites within countryside locations are often more suitable for these types of activities. In accordance with other policies within the Plan, activities involving open areas will only be supported if they do not have adverse environmental impacts, and noise and emissions are controlled by effective enclosure and other techniques. Some activities will be more 'hybrid' in nature, requiring sites with buildings and open storage areas..... There may be a special need or exceptional circumstances where both enclosed and open air facilities can be justified on sites outside of urban areas. Facilities may require a more rural location because this is closer to the source of the waste being treated proposals would generally be on a smaller scale than that proposed in urban areas or on the edge of the urban/rural area (the urban fringe). '

This current proposal involves a significant area of external storage as well as a main waste building in countryside and within the Blackwater Valley, a green lung with built development further beyond it to the north and east, the A331 to the west and the Aldershot Stubbs Industrial site further south along Hollybush Lane.

The applicant has highlighted how his existing ELV site is at capacity and letters of support have been submitted relating to the need for the facility.

The development is also partly contrary to Policy 29(2) as taking into account evidence submitted to date, past site related documents, including past appeals and photographs, it is considered that not all of the area east of the site has been proven to be previously developed land.

On balance it is considered with relation to need and location, that the applicant has demonstrated that there is a need for such a facility in this area but has not demonstrated the proposal complies with Policy 29(2) nor the latter part of Policy 29 (3(b)) i.e. that the 'suitability of the site has been justified' because, amongst other issues outlined here, the Environment Agency is still objecting to the development which is located within the flood plain of the River Blackwater, it impacts upon the natural flat floodplain character of the Blackwater Valley, develops part of the countryside that helps prevent coalesce of settlements (RBCCS CP14) and impacts upon the enjoyment of users of the adjacent Blackwater Valley footpath.

Visual Impact, settlement coalescence and Landscape Character

- 9.4 The Hampshire MWDP 2013 Policy 10 and 13 and RBC policies referred to under the Development Plan section of this report, require that the development should not have an unacceptable adverse visual impact including impact from lighting and should maintain and enhance the distinctive character of the landscape. RBC policy CP14 also refers to the need to prevent harmful physical and visual coalescence of settlements both visually and physically. The County Council agrees with Surrey County Council and Rushmoor Borough Council that the site within the Blackwater Valley landscape helps prevent the coalescence of settlements and forms a predominantly natural river corridor through the adjoining areas of Rushmoor and Guildford. The impact of coalescence is more evident now than at the time of the last refusal on this site due to the amount of tree felling that has been undertaken by the applicant along the southern edge of the Blackwater Valley footpath.

In this case the main eastern part of the site uses long established and vegetated former landfill some of which was noted by the inspector in 2001, as being 'probably part of the operational area for the former mineral workings'. Whilst there were the odd stockpiles of material on site left from possibly the A331 construction operations/and/or the odd random stockpile left from mineral related working, there were no bunds around the site as exist now. The applicant has, without planning permission, constructed significant bunds around the entirety of the site to try and screen the retrospective site development from passers by, most particularly the users of the adjacent Blackwater Valley Path along the edge of the Blackwater River.

- 9.5 The bunds are steep in gradient which is not satisfactory from a landscape character perspective and are considered alien to and detract from the

character of the Blackwater valley landscape in the flat flood plain located within land designated as countryside in the Rushmoor Core Strategy.

The bunds do help screen the cars and buildings from the Blackwater valley Path, although the applicant has opened up views from the path by felling trees and/or clearing vegetation on land he owns to the south and in other parts along the eastern edge of the site.

Accordingly the County Council concurs with the views of Surrey County Council that the Landscape and Visual Impact Assessment fails to sufficiently take into account the special nature and landscape character of the Blackwater Valley and its contribution to the maintenance of an open and natural area of landscape between Aldershot /Farnborough and Ash/Ash Vale and Tongham. The importance of the gap between the two settlement areas around the site is identified in the Blackwater Valley Strategic Open Gap Policy in the Guildford Borough Council Local Plan 2003 (Policy R11) and the Countryside policy CP14 in the Rushmoor Core Strategy. The latter identifies the need to prevent harmful physical and visual coalescence between settlements, and specifically identifies the Blackwater Valley area of countryside of particular importance for informal recreation, local nature conservation and part of the Borough's Green Infrastructure. The value of this landscape in preventing coalescence of settlements, both visually and physically, is in the fact that it forms a predominantly natural river corridor through the adjoining areas of Rushmoor and Guildford. The Blackwater Valley is of high biodiversity value having a high number of designated areas along its length for the purpose of nature conservation.

It is considered that the proposed development is harmful in character, being industrial in nature with the retention of steel palisade security fence, bunds, hard standing and car parking making it unsympathetic to the natural character of the Blackwater Valley. It is also considered that the development fails to provide any positive environmental, landscape, biodiversity or nature conservation improvements that would ensure this site makes a positive contribution or enhancement to the natural environment of the Blackwater Valley. Limited tree planting along an existing bund, itself harmful to the landscape character of the flat valley floor, is not sufficient to mitigate for landscape harm.

Additionally, Policy D13 of the MWDP 2013 identifies the importance of maintaining the character, quality, interest and setting of areas of high landscape and biodiversity value.

- 9.6 Members will have noted at the site visit that the tree screen between the A3011 and the A330 to the east and north east will be reduced as part of the proposal and indeed some felling has already taken place. This would be undertaken if permission was granted to enable the construction of a new road layout and the proposed car park. However because members of the public will have no place to linger on the land by the A331 it is not

considered that any visual impact would be significant when viewed from the west.

- 9.7 In a previous June 2002 appeal decision (dismissed) to application no. 00/00692/CMA, (a secondary aggregate recycling facility) the planning inspector, when looking at the issue of visual impact to this much smaller proposal both in terms of area and type, concluded that if it were upheld heights of stockpiles would have to be controlled to mitigate against adverse visual impacts. The strength of existing screening from planting, at that time, was greater as it included more tree screening around the SINC to the north, recently thinned as part of site management it is understood, and it also included at that time the SINC to the south which even at the time of submission of the application had dense woodland screen separating the footpath from the site.
- 9.8 The more recent appeal decision in 2012 on countryside to south of Aldershot Stubbs Industrial Estate gives weight in line with current NPPF and associated policy to the need to protect countryside in such locations along the edge of the River Blackwater.
- 9.9 The previous proposal refused by the Regulatory Committee in 2014 had a large building with a ridge height of 12 metres, just approximately 3m lower than the 15m high existing concrete tower. It is noted in the ES for the current proposal this large building is no longer part of the development, a 6.5 metre high building is now proposed and the ES concludes that it is mainly just the roof of the building that is likely to be seen from public viewpoints along the footpath.
- 9.10 However, despite the reduction in built development, and number of metal recycling uses since the previous refusal of planning permission, further vegetation clearance and tree felling in the local area has confirmed the adverse environmental impacts that this part retrospective development is having on the landscape and recreational experience of the area and users of the Blackwater Valley Path.

It is considered, on balance, that this development within countryside, with steep and high bunding within the flat flood plain would have a significant adverse visual impact on the landscape and rural character of the area within the Blackwater Valley Green Corridor and to the amenity of users to the Blackwater Valley footpath when viewed from the south. Recent tree felling has also clarified the industrial nature of the development in an area that prior to this development helped prevent as countryside the coalescence of settlements in the Blackwater Valley area. The proposal is considered contrary to policy 10 and 13 of the MWDP 2013 and contrary to Countryside policy CP14 in the Rushmoor Core Strategy.

Amenity Impacts

9.11 The nearest residential properties lie to the west of the A331 and within Surrey to the east of the site. However there are residential properties between the site and Aldershot Stubbs Industrial Estate some of whose residents have raised comments relating to the application as outlined in the representation section of this report. Rights of access for anyone other than the applicant along the northern section of Hollybush Lane is outside the scope of this report and the role of the County Council as Waste Planning Authority. This also relates partly to the issue of drainage of Hollybush Lane south of the site raised by local residents on the Lane, as it is beyond and outside of the application area although it is acknowledged it is within land within the control of the applicant. The nearest business to the site is the public house just on the other side of the River Blackwater opposite the site which includes the pub garden on the edge of the River next to North Camp railway station. It is noted that no objections have been received from the proprietor of the public house. The ES noise assessment carried out for the Appellants, and the comments of the Environmental Health Officer clarify that, subject to mitigation by way of appropriate conditions, the proposed operations could be undertaken without causing any significant amenity impacts. It is noted however that Rushmoor Borough Council is objecting including on grounds of undue noise impacting upon the amenities of nearby residential properties. The waste Planning Authority advises that because the EHO is not objecting in principle if Members are minded to refuse the application then impact of noise to residential properties is not used as a reason for refusal.

Accordingly it is advised that, subject to mitigation the development is considered to comply with Policy 10 MWDP (2013). If Members are inclined to grant permission it is recommended that it be subject to a Section 106 agreement to secure the permissive path as a statutory Right of Way and possibly a cycleway as it would appear from evidence submitted via representations and from site observation that it has been used as a pedestrian and cycle route for many years. It should be noted that the mitigation to reduce noise on the users of the footpath and residential properties requires a barrier in the form of bunds or acoustic fencing which in itself industrialise the previously open nature of the floodplain of the Blackwater Valley Countryside.

Traffic Impact

9.12 The site is well placed for access off the highway network, with direct access from Hollybush Lane onto the A3011 and thence via the A331 onto the M3 to the north or the A31 to the south. The Highway Authority considers that the projected number of lorry movements can be accommodated safely within the local network and raises no objection to the proposed development which it states is reduced in scale since the refusal of the previous application at the site. It states the original application proposed 465 trips per day and in comparison the new application states traffic flows will now be at a much lower level of 71 movements per day. It adds the 2014 reason for

refusal on highway grounds has been addressed through the provision of a footway and as the site is predicted to generate approximately 13% of the trips originally approved in the initial application, the Highway Authority is satisfied that this proposal will not have significant impact on the highway. It raises no objections subject to conditions and accordingly it is considered the proposal complies with Policy 12 MWDP (2013) and Part 3(a) Policy 29.

Nature Conservation

9.13 The land to the south and adjoining the application to the south was a SINC until 2010 when it was de-designated. However at the time of the previous ELV submission it formed a thick woodland screen to the south and to the south east adjacent to the footpath and was of some nature conservation value. However this area was cleared of a significant number, hundreds of trees, in and around 2013. Some tree planting has taken place to the south following the serving of notices by the Forestry Commission following this felling. Adjacent to the north is a SINC owned by the applicant and used by a fishing club. Some clearance and draining of this lake has also taken place on the SINC.

To conclude on this issue it is considered partly due to the lowering of biodiversity value on land to the south and north and subject to mitigation to prevent pollution and adverse ecological impacts to the River Blackwater and its environs (should the development be granted) it is unlikely that the current proposal would have any significant ecological impacts. If Members were minded to grant permission conditions would be needed to control noise and lighting but also it is recommended that a Section 106 agreement be secured with the applicant for additional native planting to the south east, east and northeast adjacent to the footpath and the land to the south and north be managed in part for nature conservation. Subject to mitigation it is considered the proposal would satisfy Policy 3 MWDP (2013).

Landfill contamination issues

9.14 It is noted that the development involves removal of some historic tipped material to level the car park area. The ES assessment on this issue makes a number of recommendations if permission were to be granted including addressing whether the revised levels would increase the risk of flooding on the site. If Members are minded to grant permission it should be subject to conditions addressing the issues raised in the land contamination assessment and address the recommendations of the Environmental Health Officer in this regard. Subject to the proposed land contamination mitigation it is considered the proposal complies with policy 10 of the MWDP 2013 with the exception of the lowering of the levels of the car park but as the Environment Agency has objected on flood risk grounds it is considered that the proposal is contrary to policy 11 as it has not yet demonstrated it can be implemented without having an impact on flood risk and related drainage and ground water uses raised by the Environment Agency as noted below.

Flood Risk

9.15 It is noted that the Environment Agency is objecting to the application on the grounds that the Flood Risk Assessment (FRA) submitted with the planning application is inadequate. It states the submitted Flood Risk Assessment does not provide a suitable basis for assessment to be made of the flood risks arising from the proposed development. In particular, the submitted Flood Risk Assessment fails to:

1. *Take the impacts of climate change into account*
2. *Demonstrate no increase in run off rates*
3. *Consider the impacts on the flood plain and proposed drainage of the site with the setting and location of drainage features.*

This objection means that the proposal is contrary to Policy 11 (Flood Risk and Prevention) of the MWDP 2013. This is a significant issue as it is not something that can be conditioned or covered by a legal agreement because it could well be that appropriate mitigation is not possible. Accordingly Members are advised that this objection from the Environment Agency gives grounds for a justifiable reason for refusal of the application.

10. Conclusion

10.1 It is acknowledged that the development proposed would make a contribution towards meeting national and local objectives for metal reuse and recycling. It is also acknowledged that the applicant has, without prejudice, in the view of the Waste Planning Authority demonstrated that sites for development such as this proposal are very difficult to find in the locality and has evidenced sites that have been investigated on the market with no positive outcome. Letters of support for the facility are also noted although the origin in terms of address and therefore locality are missing on a number of the representations generally. It is accepted, based on evidence submitted, that there is a need for an ELV facility such as this in the local area. So this satisfies part 1 of Policy 29 3(b) whereby the applicant it is advised, has demonstrated that 'a special need has ben proven' but what in the opinion of the Waste Planning Authority has not ben proven is the final part of this policy which states that 'the suitability of the site can be justified'.

It is considered that issues of flood risk, landscape character, visual and recreational amenity impacts, of this development within land designated as countryside along the green corridor of the Blackwater Valley and the impact this has also on industrialising land that by way of Policy CP14 in the Rushmoor Core DPD is there to protect against the coalescing of settlements and next to which is a well used and established permissive footpath, have not been satisfactorily mitigated against and/or overcome by the proposal. Any development here with high bunds in a flood plain as a starting principle will always be contrary to the landscape character of this countryside area and it is the view of the Waste Planning Authority that the combination of the issues raised as being detrimental to the environment in this report, on balance result in the development being contrary to the development plan.

10.2 If Members were minded to grant permission, it is considered that not only would conditions be required to try and mitigate against the identified impacts of the development and to secure safety and other improvements to the scheme, but a Section 106 agreement would be needed to try and reduce over the long term the visual impacts of the development. Such a legal agreement at the least would need to secure use of the land to the south of the site in the applicant's control for landscape mitigation with ecological enhancement to try and compensate in part for the development in the countryside. This would need to be planted with trees, open water and long term management for screening and nature conservation purposes. Such an agreement it is advised, should also ideally secure the Blackwater Valley permissive path as a statutory public right of way for the benefit of local commuters who walk by foot and cycle to and from the North Camp station and for the benefit of day to day recreational and other users. Even then there would still be permanent amenity and landscape impacts from the proposal. The existing bunds in themselves are alien in nature to the character of the countryside and there is still an objection from the Environment Agency on the grounds of an inadequate flood Risk assessment.

10.3 It has been highlighted here that the key principle raised by this proposal is whether the contribution the proposed site would make towards meeting national and local objectives for metal recycling through an End of Life Vehicle facility is significant in itself to depart from policy, outweigh any potential harm to the integrity of the countryside and the Blackwater Valley and its footpath users.

Having evaluated the impacts of the proposal and all related information it is concluded, on balance and taking into account recent planning appeal in the locality at Unit 1A Hollybush Lane dismissed by the Planning Inspectorate relating to impacts upon the Blackwater Valley countryside:

“However those factors are outweighed by the harm to the character and appearance of the locality that would result from the proposed scheme in conflict with CS policy CP14, HMWCS policies DC3 and DC13 and the aims of the BVS. My overall conclusion is that there are compelling grounds that the appeal should be dismissed.

that the need for the development does not outweigh the potential harm and that the development should be refused for the reasons outlined below.

11. Recommendation

11.1 It is recommended that:

- (A) the development of the site to provide an End of Life Treatment Facility, incorporating the existing hardstanding and perimeter screening

including the provision of office accommodation and workshop (retrospective), including a new car park for private and public use, with a footpath along Hollybush Lane together with landscaping and drainage works on Land at Former Lafarge Site, Hollybush Lane, Aldershot GU12 5QA (Application No: 15/00074/HCC), be refused for the following reasons:

- (i) The development is in part contrary to the requirements of Policy 29 (2) and contrary to part of Policy 29 (3b) of the MWDP 2013 in that it is located within countryside and the suitability of the site for the use in this location has not been adequately justified.
- (ii) The development is considered to be contrary to Policy 11 of the MWDP 2013 in that the Flood Risk Assessment submitted with the planning application does not provide a suitable basis for assessment to be made of the flood risks arising from the proposed development
- (iii) The development is considered to be contrary to Policy 10 of the MWDP 2013 and Rushmoor Local Plan saved Policy ENV14, ENV16 and E9 , RBC Core Strategy CP14 and the BVS, in that the proposal would have a significant adverse impact on local amenity and quality of recreational use of the Blackwater Valley and its associated footpath .
- (iv) The development is considered to be contrary to Policy 5 and 13 of the MWDP 2013, the BVS and RBCS Policy Policies SS1 and CP14 in that it will have an unacceptable adverse visual impact to the distinctive character of the Blackwater Valley landscape in this countryside location and the retrospective commercial use of the land into this countryside which under Policy CP14 helps protect against the coalescence of settlements in the locality.

- (B) That enforcement action be authorised to require the cessation of the use of the site, the removal the retrospective development on site and for the land restored to its former condition.

Appendices:

Integral Appendix A – Corporate or Legal Information

Integral Appendix B – Annexe to Reasons for Refusal

Appendix C - Location Plan

Appendix D – Elevations Plan

Appendix E – Proposed Layout Plan

Other documents relating to this application:

<http://www3.hants.gov.uk/mineralsandwaste/application-details.htm?id=16284>

RefRpt/6660/JD

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

Hampshire safer and more secure for all:	no
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	no
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	
OR	
This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:	
The proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because the proposal is an application for planning permission and requires determination by the County Council in its statutory role as the minerals and waste planning authority.	

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

None

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

HAMPSHIRE MINERALS AND WASTE LOCAL PLAN (adopted 2013)

Policy 1 – Sustainable minerals and waste development

The Hampshire Authorities will take a positive approach to minerals and waste development that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. Minerals and waste development that accords with policies in this Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the proposal or the relevant policies are out of date at the time of making the decision, the Hampshire Authorities will grant permission unless material considerations indicate otherwise – taking into account

whether:

Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

Specific policies in that Framework indicate that development should be restricted.

Policy 2 - Climate Change - mitigation and adaptation

Minerals and waste development should minimise their impact on the causes of climate change. Where applicable, minerals and waste development should reduce vulnerability and provide resilience to impacts of climate change by: being located and designed to help reduce greenhouse gas emissions and the more sustainable use of resources; or

developing energy recovery facilities and to facilitate low carbon technologies; and

avoiding areas of vulnerability to climate change and flood risk or otherwise incorporate adaptation measures

Policy 3 - Protection of habitats and species

Minerals and waste development should not have a significant adverse effect on, and where possible, should enhance, restore or create designated or important habitats and species. The following sites, habitats and species will be protected in accordance with the level of their relative importance: internationally designated sites including Special Protection Areas, Special Areas of Conservation, Ramsar sites, any sites identified to counteract adverse effects on internationally designated sites, and European Protected Species; nationally designated sites including Sites of Special Scientific Interest and National Nature Reserves, nationally protected species and Ancient Woodland;

Local interest sites including Sites of Importance for Nature Conservation, and Local Nature Reserves; habitats and species of principal importance in England; habitats and species identified in the UK Biodiversity Action Plan or Hampshire Authorities' Biodiversity Action Plans.

Development which is likely to have a significant adverse impact upon such sites,

habitats and species will only be permitted where it is judged, in proportion to their

relative importance, that the merits of the development outweigh any likely environmental damage.

Appropriate mitigation and compensation measures will be required where development would cause harm to biodiversity interests.

Policy 5 – Protection of the countryside

Minerals and waste development in the open countryside, outside the National Parks and Areas of Outstanding Natural Beauty, will not be permitted unless: It is a time-limited mineral extraction or related development; or The nature of the development is related to countryside activities, meets local needs or requires a countryside or isolated location;

Or the development provides a suitable reuse of previously developed land, including redundant farm or forestry buildings and their curtilages or hard standings. Where appropriate and applicable, development in the countryside will be expected to meet highest standards of design, operation and restoration.

Minerals and waste development in the open countryside should be subject to a requirement that it is restored in the event it is no longer required for minerals and waste use

Policy 10 – Protecting public health, safety and amenity.

Minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts. Minerals and waste development should not: Release emissions to the atmosphere, land or water (above appropriate standards); Have an unacceptable impact on human health; Cause unacceptable noise, dust, lighting, vibration or odour; Have an unacceptable visual impact; Potentially endanger aircraft from bird strike and structures; Cause an unacceptable impact on public safety safeguarding zones; Cause an unacceptable impact on: Tip and quarry slope stability; or Differential settlement of quarry backfill and landfill; or Subsidence and migration of contaminants; Cause an unacceptable impact on coastal, surface or groundwaters; Cause an unacceptable impact on public strategic infrastructure; Cause an unacceptable cumulative impact arising from the interactions between minerals and waste developments, and between mineral, waste and other forms of development.

The potential cumulative impacts of minerals and waste development and the way

they relate to existing developments must be addressed to an acceptable standard.

Policy 11 - Flood Risk and Prevention.

Minerals and waste development in areas at risk of flooding should: not result in an increased flood risk elsewhere and, where possible, will reduce flood-risk overall; incorporate flood protection, flood resilience and resistance measures where appropriate to the character and biodiversity of the area and the specific requirements of the site;

have site drainage systems designed to take account of events which exceed the normal design standard; not increase net surface water run-off; and if appropriate, incorporate Sustainable Drainage Systems to manage surface water drainage, with whole-life management and maintenance arrangements.

Policy 12- Managing Traffic

Minerals and waste development should have a safe and suitable access to the highway network and where possible minimise the impact of its generated traffic through the use of alternative methods of transportation such as sea, rail, inland waterways, conveyors, pipelines and the use of reverse logistics. Furthermore, highway improvements will be required to mitigate any significant adverse effects on: highway safety; pedestrian safety;

Minerals and waste development should have a safe and suitable access to the highway network and where possible minimise the impact of its generated traffic through the use of alternative methods of transportation such as sea, rail, inland waterways, conveyors, pipelines and the use of reverse logistics. Furthermore, highway improvements will be required to mitigate any significant adverse effects on: highway safety; pedestrian safety; highway capacity; and environment and amenity.

Policy 13 – High-quality design of materials and waste development

Minerals and waste development should not cause an unacceptable adverse visual impact and should maintain and enhance the distinctive character of the landscape and townscape.

The design of appropriate built facilities for minerals and waste development should be of a high-quality and contribute to achieving sustainable development.

Policy 25 – Sustainable Waste Management

The long-term aim is to enable net self-sufficiency in waste movements and divert 100% of waste from landfill. All waste development should:

- a. encourage waste to be managed at the highest achievable level within the waste hierarchy; and
- b. reduce the amount of residual waste currently sent to landfill; and
- c. be located near to the sources of waste, or markets for its use; and / or
- d. maximise opportunities to share infrastructure at appropriate existing mineral or waste sites.

The co-location of activities with existing operations will be supported, where appropriate, if commensurate with the operational life of the site, and where it would not result in intensification of uses that would cause unacceptable harm to the environment or communities in a local area (including access routes), or prolong any unacceptable impacts associated with the existing development.

Provision will be made for the management of non-hazardous waste arisings with an expectation of achieving by 2020 at least:

- 60% recycling; and
- 95% diversion from landfill.

Policy 27 – Capacity for waste management development

In order to reach the objectives of the Plan and to deal with arisings by 2030 of:

- 2.62mtpa of non-hazardous waste;
- 2.49mtpa of inert waste;
- 0.16mtpa of hazardous waste.

The following minimum amounts of additional waste infrastructure capacity are estimated to be required:

- 0.29mtpa of non-hazardous recycling capacity; and
- 0.39mtpa of non-hazardous recovery capacity; and
- 1.4mt of non-hazardous landfill void.

Proposals will be supported where they maintain and provide additional capacity for non-hazardous recycling and recovery through:

- a. the use of existing waste management sites; or
- b. extensions to suitable sites:
 - that are ancillary to the operation of the existing site and improve current operating standards, where applicable, or provide for the co-location of compatible waste activities; and
 - which do not result in inappropriate permanent development of a temporary facility and proposals for ancillary plant, buildings and additional developments that do not extend the timescale for completion of the development; or
- c. extension of time to current temporary planning permissions where it would not result in inappropriate development; or
- d. new sites to provide additional capacity (see Policy 29 - Locations and sites for waste management).

Policy 29 – Locations and sites for waste management

1. Development to provide recycling, recovery and/ or treatment of waste will be supported on suitable sites in the following locations:
 - i. Urban areas in north-east and south Hampshire;
 - ii. Areas along the strategic road corridors; and
 - iii. Areas of major new or planned development.
2. Any site in these locations will be considered suitable and supported where it:
 - a. is part of a suitable industrial estate; or
 - b. has permission or is allocated for general industry/ storage; or
 - c. is previously-developed land or redundant agricultural and forestry buildings, their curtilages and hardstandings or is part of an active quarry or landfill operation; or
 - d. is within or adjoins sewage treatment works and the development enables the co-treatment of sewage sludge with other wastes; and
 - e. is of a scale compatible with the setting.
3. Development in other locations will be supported where it is demonstrated that:
 - a. the site has good transport connections to sources of and/or markets for the type of waste being managed; and
 - b. a special need for that location and the suitability of the site can be justified.

Policy 33: Hazardous and Low Level Radioactive Waste development

Developments to provide sufficient capacity necessary to deal with hazardous and

Low Level Radioactive Waste will be supported, subject to:

- a. no acceptable alternative form of waste management further up the waste hierarchy can be made available, or is being planned closer to the source of the residues; or
- b. in the case of landfill, it will be for material that is a proven unavoidable residue from a waste management activity further up the waste hierarchy and;
- c. it will contribute to the management of hazardous or radioactive waste that arises in Hampshire (accepting cross-boundary flows).

Rushmoor Local Plan Review (1996 - 2011)

ENV14

Development will not be permitted if it is likely to have an adverse, direct or indirect, impact on the water environment, particularly in relation to rivers, ponds, wetlands, public access in river corridors and water related recreation, or the

Basingstoke Canal. Proposals for provision of facilities to accommodate outdoor recreation will be supported subject to there being no adverse impact on the water environment.

ENV16

Development on major sites, which is in accordance with other policies of the local

plan, will be permitted provided that:-

- (i) the development does not result in any demonstrable harm to amenity;
- (ii) the scale, layout, materials and design are consistent with the character and appearance of the area and the relationship with adjoining development;
- (iii) adequate consideration has been given to the design of spaces around and between buildings, with use of hard and soft landscaping;
- (iv) existing landscape features are used to advantage and, where appropriate, new landscaping is included;
- (v) existing and potential nature conservation value is considered in both design and future management;
- (vi) an accurate and detailed site survey has been undertaken and submitted to the Council, including the location of all trees, hedges and groups of shrubs affected by the proposed development;
- (vii) adequate provision is made for parking, highway and servicing arrangements without detriment to the quality of the environment;
- (viii) the site is accessible to, or provision can be made for, a range of transport modes for public transport, cyclists and pedestrians;
- (ix) the applicant has had regard to the need to conserve energy, by considering orientation and exposure to prevailing wind and incorporating design and construction features which will reduce energy demand; and
- (x) The development would not harm water quality and adequate consideration has been given to the need to conserve water resources through measures to reduce demand and increase efficiency

E9

New bad neighbour use developments, or the extension or intensification of existing bad neighbour uses, outside the defined bad neighbour use areas (shown on the proposals map) will not be permitted.

Rushmoor Core Strategy October 2011

Policy CP1 - Sustainable Development Principles

Development will be permitted subject to:

- a. Making efficient use of resources including land, buildings, water, and infrastructure, and giving priority to previously developed land;
- b. Promoting design and layouts which take account of the need to adapt to and mitigate against the effects of climate change, including the use of renewable energy;
- c. Maximising development opportunities in accessible locations;
- d. Supporting initiatives, including travel plans and improvements to public transport, to encourage non-car based travel, as well as measures that reduce the

need to travel;

e. Not causing significant harm to biodiversity, and including measures for biodiversity conservation and enhancement;

f. No substantial harm to, or loss of significance of, heritage assets or their setting,

particularly those of national significance;

g. Including measures to address flooding and the risks from flooding, particularly close to the River Blackwater and Cove Brook;

h. Protecting, and where opportunities arise, enhancing the quality of natural resources including water, air and soil, particularly water quality at the River Blackwater and Cove Brook, and air quality on European designated sites;

i. Including proposals for waste minimisation including use of sustainable construction methods and space for recycling;

j. Minimising the emission of pollutants into the wider environment.

Policy CP14 - Countryside

Development for which a countryside location is required will not be permitted in the countryside outside the built up areas of Aldershot and Farnborough where it:

a. Adversely affects the character, appearance or landscape of the countryside, or

b. Leads to harmful physical or visual coalescence between Aldershot or Farnborough and neighbouring settlements, or

c. Is detrimental to recreational use.

The Council will provide positive encouragement to schemes which result in environmental and landscape improvements, enhance biodiversity and nature conservation, support better accessibility and promote suitable recreational uses.

Policy CP16 - Reducing and Managing Travel Demand

The Council will work with Hampshire County Council, the Highways Agency, and other partners on a cross-boundary basis where appropriate, to ensure that development proposals are permitted subject to:

a. Securing safe access to the highway network and maintaining its safe operation;

b. Being located to give maximum flexibility in terms of choice in the mode of transport available;

c. Identifying suitable alternative transport measures to help minimise traffic generation by reducing reliance on the private car;

d. Improving the existing transport network (road, rail and public transport) as appropriate to the scale and nature of development proposed;

e. Enhancing safety of, and linkages between, the footway and cycleway network, in accordance with the Council's Cycle Strategy;

f. Producing and implementing travel plans where appropriate. Taking appropriate measures to avoid adverse impact on air quality, including on European nature conservation sites;

h. Mitigating any adverse effects on the transport network arising from the proposed development;

i. Providing appropriate parking in accordance with the Council's adopted standards;

j. Providing necessary transport improvements secured by legal agreement;

k. Demonstrating that they reflect the objectives, and support the delivery, of other

transport strategies, particularly the Hampshire Local Transport Plan and its Implementation Plan and the Town Access Plans for Aldershot and Farnborough.

Policy CP11 - Green Infrastructure Network

A diverse network of accessible, multi functional green infrastructure across the Borough will be protected and enhanced for its biodiversity, economic, recreational, accessibility, health and landscape value by permitting development provided that it:

- a. Does not result in a loss, fragmentation, or significant impact on the function of, the green infrastructure network;
- b. Provides green infrastructure features within the development site, or where this is not feasible, makes appropriate contributions towards other strategic enhancement, restoration and creation projects where the proposal will result in additional pressure on the green infrastructure network;
- c. Maximises opportunities for improvement to the green infrastructure network including restoration of fragmented parts of the network.

Land located outside the built up areas in Rushmoor is defined as countryside. Countryside policies apply to these areas and the Spatial Strategy (Policy SS1) strictly controls new development here. The character of areas of countryside within the Borough have been defined through a landscape assessment of Rushmoor 1994, updated in 2009. The Core Strategy sets out a proactive approach towards the areas of countryside in Rushmoor, focusing on the characteristics of these areas.

The Blackwater Valley area of countryside, which lies on the eastern boundary of the Borough, is of particular importance for informal recreation, local nature conservation and as part of the Borough's Green Infrastructure. The South East Plan recognised its sub-regional role and identified the need to improve the quality

of the Blackwater Valley's natural environment and provide green infrastructure networks. The Council works jointly with other relevant local authorities in the Blackwater Valley to enhance and maintain wildlife and landscape protection and to manage sensitive recreational use of the Valley.

Much of this work is co-ordinated through the Blackwater Valley Countryside Partnership.

The Council wishes to provide positive encouragement to environmental improvements, accessibility, recreational use, nature conservation and biodiversity. The Council also wishes to maintain and enhance the Blackwater Valley area of countryside, which is narrow, sensitive to development and vulnerable in places. It is therefore important to prevent the settlements visually merging, causing coalescence.

Policy CP15 - Biodiversity

The Council will seek to protect, maintain and enhance the Borough's biodiversity and geological resources by:

Permitting development provided that it:

- a. Retains, protects and enhances features of biological and geological interest and provides for the appropriate management of those features;
- b. Improves biodiversity by designing-in provisions for wildlife and ensuring any adverse impacts are avoided, or if unavoidable, are appropriately mitigated for.

And in association with other partners, through:

- i. Protecting the nature conservation interest and objectives of the Thames Basin

- Heaths Special Protection Area (in accordance with Policy CP13);
- ii. Protecting, enhancing and managing the nature conservation value of Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and Sites of Importance for Nature Conservation (SINCs);
 - iii. Supporting a programme of survey of habitats and species, and designation of Sites of Importance for Nature Conservation;
 - iv. Seeking the inclusion of measures which protect and strengthen populations of protected and target species and contribute to the habitat restoration targets identified in the Hampshire and Rushmoor Biodiversity Action Plans;
 - v. Seeking the inclusion of measures to protect and enhance local watercourses, including the River Blackwater, Cove Brook, and Basingstoke Canal and their tributaries;
 - vi. Maintaining a borough wide network of local wildlife sites and wildlife corridors, between areas of natural green spaces to prevent the fragmentation of existing habitats;
 - vii. Supporting measures to increase local understanding of the importance of biodiversity in the Borough.

Policy SS1 - The Spatial Strategy

In order to deliver the Spatial Strategy the Council will permit development which is consistent with the following broad spatial framework for the scale and location of development: New development will be directed to the urban areas. In the countryside surrounding Aldershot and Farnborough new development will be strictly limited to that which the Council considers requires a countryside location.

Residential development:

The Council will ensure that subject to the availability of deliverable avoidance and mitigation measures in respect of the Thames Basin Heaths Special Protection Area, provision is made for the delivery of at least 6,350 net new dwellings in the Borough over the period 2010 to 2027. (41) This will be provided as follows:

About 4,250 new homes at the Aldershot Urban Extension

At least 2,100 new dwellings from the remainder of the urban area through:
Existing commitments with planning permission.

Development coming forward on identified Strategic Housing Land Availability (SHLAA) sites, and small scale 'windfalls' including changes of use and conversions. Promotion of the development of specific sites for housing through subsequent Development Plan Documents.

About 750 of these will be within Aldershot (outside the Aldershot Urban Extension) and approximately 1,350 within Farnborough.

Employment:

Capacity exists for approximately 164,000 square metres net of new employment floorspace in the Borough up to 2027. Major employment uses will be located within town centres and the Key Employment Sites listed below. The employment function of these sites will be protected and supported:

Aldershot Farnborough

Blackwater trading estate Cody Technology Park

Brook trading estate Eelmoor Road Industrial Estate

Eastern Road/Ivy Road Farnborough Aerospace Park and Civil Enclave

Holder Road/Blackwater Park IQ Farnborough

41 In the event that the AUE is delayed or is not released, there is no expectation that equivalent land in the Borough will be allocated to meet the overall housing provision.

Hollybush Lane (bad neighbour uses) Frimley Business Park
Pegasus Court Hawley Lane East
AAgenda item:

13

AAgenda item:

Redan Road Hawley Lane West
Springlakes Invincible Road Industrial Estate
Wyndham Street Lynchford Lane
Meudon Avenue
Queensgate
Southwood Business Park

Town Centre uses:

Rushmoor's hierarchy of town centres, district centre and local shopping centres will be maintained and enhanced by encouraging a range of facilities and uses, consistent with the scale and function of the centre. Town centre uses will be located within Aldershot and Farnborough town centres to support their regeneration in line with Policies SP3 and SP4. Retail development will be focused in Aldershot and Farnborough town centres, within the primary shopping areas. If such sites are not suitable, available and viable, locations for major retail development will be assessed sequentially in accordance with national policy. New retail development must protect or enhance the vitality and viability of Aldershot and Farnborough town centres. North Camp will be protected and enhanced as a district centre supporting local needs and specialist provision in line with Policy SP5. The retail and local service function of local shopping centres, as defined on the Proposals Map, will be protected to provide for local day to day needs.

Blackwater Valley Strategy 2011-2015 Blackwater Valley Countryside Partnership November 2010

Extracts:

6.3. River Blackwater

The River is central to the Valley's landscape, it provides a focus for walking, angling and informal access, it is important for the wildlife it supports and is a source of water for agriculture and industry. Water quality of the River is greatly affected by discharges from sewage treatment works. Investment in the treatment works has been successful and the water quality of the river is improving year on year but there are still concerns that the river will fail to meet future quality targets phosphates, the Environment Agency are investigating. The open fields alongside the River provide important floodplain giving flood protection to the urban areas. (underlining added by WPA)

The management needs are:

1. Ensure development proposals alongside River take the opportunity to improve it through sustainable drainage schemes or other habitat works.
2. Maintain contacts with angling clubs, attend Loddon Fisheries Consultative.

The projects planned in the next five years are:

3. Survey River and develop a River-long project proposal to improve the riparian landscape and habitats.
4. Work with the Environment Agency and other relevant groups and landowners to implement River projects.

The long-term proposals are:

5. Continue work with the Environment Agency and all other relevant groups to implement River improvements.

6.4. Wildlife Conservation

The River and its tributaries, the associated riverside meadows and woods, together with the wetlands created by recent gravel pits, form the basis for a continuous riparian ecosystem. The wildlife value of the Valley is increasing as more sites are sensitively restored, the water quality of the River improves and habitat creation and management takes effect. The Valley now supports a wide range of regional or county-rare species and has strong populations of common species that are declining in many other areas.

A number of National and Local Biodiversity Action Plans, which prioritise habitats and species for action, apply to the Valley. The Living Landscape initiative recognises the need for action on a landscape scale. The Valley is identified as a Biodiversity Opportunity Area.

Up-to-date knowledge of the wildlife of the whole Valley is essential to implement a conservation strategy and identify areas requiring action. Data is still lacking on many wildlife groups such as lower plants and invertebrates. The Loddon Catchment BAP incorporates the targets of other relevant BAPs and it is clear the Valley has a significant role in meeting many targets for the Loddon catchment. (See Appendix 3 and Appendix 4.)

The management needs are:

1. Work with private landowners to monitor and increase number of Local Wildlife Sites under positive management so meeting National Indicator 197.

The projects planned in the next five years are:

2. Promote biodiversity in the Valley by implementing relevant actions from the Loddon Catchment Biodiversity Action Plan and other relevant BAPs. In particular by management, creation and restoration of key habitats.

(Appendix 3 list habitats selected in national and local BAPS with targets.)

3. Implement conservation projects for key species best served by a catchment wide approach rather than separate site-based management projects. This includes Otter, Water Vole and bats. (Appendix 4 lists all BAP target species relevant to the Valley.)

4. Implement a co-ordinated programme of both species and habitat surveys and monitoring. BVCP will work with partner authorities and local wildlife record centres to maintain a valley-wide database of ecological records.

The long-term proposals are:

5. Monitor the extent and distribution of alien invasive species in the Valley and help to co-ordinate the production and implementation of a strategy to deal with them.

6.5. Access and Recreation

Most recreational activities in the Valley such as angling and watersports are provided by private commercial concerns or clubs. BVCP's role is more of promotion than provision.

The Blackwater Valley Path has become a key facility for informal recreation within the Valley. The multi-user southern section in particular is very heavily used by both walkers and cyclists.

Apart from the long-distance riverside Path, many sites in the Valley provide opportunities for informal access to green space. This can take the form of other

Rights of Way, permissive routes and even unrestricted access over open space.

Rights of Way Improvement Plans have been prepared by the four relevant authorities identifying potential opportunities. (underlining added by WPA)

The London Olympics 2012 provides opportunities for a sports legacy project.

The management needs are:

1. Co-ordinate the management of the BV Path to ensure that it is maintained to a consistently high standard. BVCP to manage sections not covered by ROW authorities.
2. Liaise with landowners and planning authorities to identify and seize opportunities to improve the existing route of the Path.
3. Prepare, distribute and update material promoting the Blackwater Valley Path and access in the Valley.
4. Co-ordinate the development of cycling facilities in and adjacent to the Valley, including the dissemination of information to the public and the promotion of good cycling practise.
5. Provide information on the availability and level of access at sites throughout the Valley including cycling, angling and access for all.
6. Use the Blackwater Valley Users' Group for consultation and input on all issues related to access development in the Valley.

The projects planned in the next five years are:

7. Work with planning authorities, Natural England and landowners to identify and develop SANG sites suitable for mitigation of future development that may affect the Thames Basin Heaths SPA.
8. Improve the furniture and signage of the BV Path including: benches, milestones, interpretation boards and 'entrances'.
9. Continue Walkers' Link information service.
10. Develop a network of volunteer 'Rangers' to look after sections of the Path.
11. Work with local partners and landowners on projects to integrate, promote and widen access networks for all including walkers, cyclists, families, wheelchair users, horse riders and the visually impaired. Projects may include improving paths and producing booklets and leaflets.
12. Develop a project to improve sport and recreation facilities in the Valley using the Olympic legacy theme.

The long-term proposals are:

13. Provide a continuous route suitable for cyclists, people of limited mobility, wheelchair users, and people with pushchairs and prams between Badshot Lea Road and Sandhurst Memorial Park.