

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Regulatory Committee
Date:	17 September 2014
Title:	High quality recycled aggregate washing facility and a clad extension to the existing recycling plant at Manor Farm Recycling Facility, Pennington, Lymington SO41 8QZ. (Application No: 13/11273) (Site ref: NF042)
Reference:	6108
Report From:	Head of County Planning

Contact name: Kristina King

Tel: 01962 846496

Email: kristina.king@hants.gov.uk

1. Executive Summary

1.1. Planning permission is sought for the introduction of a high quality recycled aggregate washing facility and a clad extension to the existing recycling plant at Manor Farm Recycling Facility, Pennington.

1.2. The main points for consideration are the noise impact from the additional facilities on site, the potential for dust and litter impacts, the impact on the local highway network, the visual impact of the proposed development, the environmental impact of the development, the impact on the purposes of the Green Belt and the use of construction, demolition and excavation waste to be utilised for the production of secondary aggregate and thereby move waste up the waste hierarchy.

1.3. It is considered that the proposal is in accordance with the development plan as policy lends support to developments that facilitate the production of an adequate supply of aggregates (Policy 17), and the use of construction, demolition and excavation waste to generate secondary aggregate will facilitate the movement of waste up the hierarchy (Policy 25 and 30). The site is an existing permanent waste development (Policy 29(2b)) and therefore provides a suitable use of previously developed land (Policy 5). The location, design and scale of the proposal is such that with the additional proposed planting the development will not be inappropriate within the South West Hampshire Green Belt as it would not negatively impact on the distinctiveness or openness of the area and it would not have an unacceptable visual impact (Policy 6, 10(d) and 13). The slight change in the average movement of HGVs on the local road network is acceptable (Policy 12) and the location and nature of the development would not give rise to an adverse impact on

the nature designations of species (Policy 3). The noise assessment provided appropriately demonstrates that the additional washing plant and clad screener will not increase noise levels above the restricted levels at the site and therefore it would not have an unacceptable noise impact and with appropriate dust mitigation to be secured though condition there will be no unacceptable dust impact (Policy 10 (b)).

2. Site

- 2.1. The 4.5 hectare site, as shown on the attached plan, is currently operating as a permanent Recycling Facility. The site is bound to the north and east by a bund measuring between five and six metres in height. To the south east of the site there is a small copse of trees and scrub. The site is bound to the west by a haul road that serves Efford Household Waste Recycling Centre, Pennington Wastewater Treatment Works and Efford landfill site which is in the final stages of restoration. The haul road provides access to the Recycling Facility from the A337 to the north. RoW footpath 84b runs alongside the haul road. RoW footpath 81 runs east to west approximately 260m to the north of the centre of the site.
- 2.2. The closest house (Manor Farm House; Grade II Listed Building) to the north east of the site is approximately 405m from the centre of the site to the Manor Farm House garden boundary, to the house it is approximately 450m. To the north of Manor Farm House there is a housing development served by Newbridge Way, the nearest property boundary here is approximately 460m from the centre of the site. Houses to the east/south east are beyond approximately 485m from the centre of the site.
- 2.3. The site lies approximately 550m north of the Solent and Southampton Water Special Protection Area (SPA) and Hurst Castle & Lymington River Estuary Site of Special Scientific Interest (SSSI). It is also approximately 550m to the north east of the Solent & Southampton Water RAMSAR Site. The site lies within the South West Hampshire Green Belt. The New Forest National Park is located approximately 630m to the east of the site at the nearest point and 630m to the north.
- 2.4. The range of waste currently handled at the site is construction/demolition waste, soils, skip and commercial wastes. At present the site sorts, separates, crushes and screens the incoming waste. There is material left following processing that cannot be easily sold for re-use due to it being mixed with soils or clay bound materials that do not screen well. This has historically been used for local restoration projects or sent to landfill.
- 2.5. At present approximately 120,000 tonnes of inert waste is delivered to the site per annum. The site currently exports around 54,000 tonnes per annum of semi processed inert waste product to the Caird Avenue aggregates processing facility in New Milton to be recovered through the use of the washing plant. In return around 17,000 tonnes of fines from washing both primary and secondary aggregates is received back from Caird Avenue.

Around 66,000 tonnes of inert, processed material is sold off site or sent to recovery operations or for disposal. The daily average for HGV loads is 47 from the Manor Farm Recycling Site. In addition inert waste can be brought to the site by customers in small, non HGV vehicles. These movements have not been included within the HGV daily averages. It is stated that at present approximately 80% of the waste that enters and products that leave the site are carried in 21 tonne loads (8 wheelers). The remaining 20% is carried into and out of the site in 17 tonne loads (6 wheelers).

- 2.6. The Caird Avenue aggregates site receives around 52,000 tonnes per annum of primary, as dug aggregates in addition to the 54,000 tonnes per annum of semi processed inert waste from Manor Farm, Pennington. There are on average 33 HGV loads from Caird Avenue.

3. Planning History

- 3.1. Planning permission was granted in 2005 for the retention and development of an existing waste recycling management and composting facility (84776). The site was granted permanent permission.
- 3.2. There is also an application for Variation of Condition 10 of planning permission 84776 (noise) at Manor Farm Recycling Facility which is also on the agenda for this meeting.

4. Proposal

- 4.1. Planning permission is sought for a high quality recycled aggregate washing facility and a clad extension to the existing recycling plant at Manor Farm Recycling Facility, Pennington, SO41 8QZ.
- 4.2. Construction of a washing facility that will comprise of two buildings, the first being a "T" shaped building with a 9.5m ridge and 8.5m eave height. In length the building would measure 25m and at its maximum width it would measure 18.15m. This building will contain the pre-treatment operation and washing element of the process. The second building is to be rectangular measuring 8m x 10m x 9.5m (h); this building will be open on the western side. Linking the two buildings will be water and settlement tanks. There is to be a 2.4m high concrete wall around the base of the buildings, above the brick work a goosewing grey cladding will be used. The building would be lined with a Class A absorptive material to reduce reverberation. An average coefficient of 0.5 has been assumed and it has been confirmed that an area of 1680m² absorptive material would be used. There is no water discharged from the washing process as it is a "closed loop" system.
- 4.3. It is stated that the introduction of the washing plant will create faster processing of the recyclable materials which would in turn reduce the amount of material stored in stockpiles on site. It is stated that as the product is of a higher quality it is a more saleable product where there is a greater market demand.

- 4.4. A clad extension to the existing recycling plant building (retrospective) is proposed. The extension is required to house the soil screener and measures 9m x 9m x 6.5m height. The extension is clad in goosewing grey but it does not extend to the ground as it is necessary to have access around the base of the screener to remove material dropped from it.
- 4.5. Externally single 250 watt low lighting using Haylide bulb floodlights located on the corner of the buildings (bank of two per corner) at a maximum height of 5 metres and downward facing in design. The lighting would be controlled by timers during working hours and activation sensors outside of working hours for health, safety and security reasons.
- 4.6. It is proposed that there would be the importation of 60,000 tonnes per annum of primary aggregate (sand and gravel) to be blended with the washed inert material. This would facilitate the production of high quality washing recycled aggregates which are a saleable resource. Consequently, in total there would therefore be the importation of approximately 180,000 tonnes. This would result in 59 HGV loads as a daily average. It is stated that the proposal would result in an increase in 12 HGVs per day from the Manor Farm site. Of the existing vehicle movements on site, approximately 12 vehicles per day would arrive with a full load to be tipped inside the washing plant building. The split of HGV sizes is 80/20 split between 21 and 17 tonne HGVs. There would be an overall reduction in 21 HGVs per day on the local highway network due to the consequential closure of Caird Avenue. A commitment has been given that if planning permission is granted, within 12 months of the Manor Farm washing plant being commissioned, the Caird Avenue site would cease washing aggregates. Primary aggregates to be brought to Manor Farm, Pennington, are expected to use 29 tonne articulated loads. Non inert waste is also managed at the site. The proposed development does not seek to make any alterations to this throughput and therefore no information on these HGV movements has been provided.
- 4.7. It is stated that dust control measures in place at the site would be extended to the primary aggregate that would be brought to site. In general the mineral brought in would be tipped in the shed bay. This shed bay is within the washing plant. The gravel would contain about 5-8% moisture. If it becomes necessary to stockpile mineral outside then it would be sprayed using the existing rain gun system.
- 4.8. On completion of the development it is stated that further planting will be undertaken to enhance the existing planting that has taken place on the bund. The planting specification that has been used for the bund planting to date will be followed for the additional planting.
- 4.9. The planning application was initially supported by a noise report completed by Atkins. The Atkins report was superseded by a noise assessment that was carried out by SLR (April 2014). The SLR assessment was conducted following comments received through consultation on the planning application. The assessment was carried out to determine the cumulative impact on the nearest noise-sensitive receptor of noise from the proposed

development in combination with noise from the existing site. Noise monitoring of a similar plant was carried out, the impact of the additional 12 HGVs was considered and the calculated sound power levels from measured noise data have been incorporated within the noise modelling. The report concludes that it has been predicted that the proposed plant and associated HGV movements would generate a noise level of 28dB which would result in a cumulative noise level from the site of 35dB_{L_{Aeq, 1hr}} when calculated at the boundary of Manor Farm House and would therefore meet the noise limit presented in Condition 10 of planning permission 84776.

- 4.10. The Waste Planning Authority employed an independent noise consultant from WSP. The report, which is in the public domain, concluded that the predictions do assume that the noise limit specified in condition 10 would be met, albeit with little or no margin, and any failure of the proposed washing plant to achieve its predicted noise level performance would likely result in the noise limit condition being exceeded.
- 4.11. The proposal is not an EIA development under the Environmental Impact Assessment Regulations 2011 as the location of the development is within an existing permanent waste facility which is not located within a sensitive area and the changes will not have a significant adverse effect on the environment due to the scale and nature of the change.

5. Development plan

- 5.1. The Hampshire Minerals and Waste Plan (2013) and the New Forest Local Plan Part 1: New Forest District (outside the National Park) Core Strategy (2009) and Part 2: Sites and Development Management (2014).
- 5.2. The appropriate policies for consideration within the Hampshire Minerals and Waste Plan are Policy 1 (Sustainable minerals and waste development), Policy 5 (Protection of the Countryside), Policy 6 (South West Hampshire Green Belt), Policy 10 (Protecting public health, safety and amenity), Policy 12 (Managing Traffic), Policy 13 (High-quality design of minerals and waste development), Policy 17 (Aggregate supply – capacity and source), Policy 25 (Sustainable waste management), Policy 29 (Locations and sites for waste management), Policy 30 (Construction, demolition and excavation waste development).
- 5.3. The appropriate policies for consideration within Part 2: Sites and Development Management (2014) are NMT4 (Land east of Caird Avenue, south of Carrick Way) – allocated for residential development including affordable housing, NMT5 (Land east of Caird Avenue – Business and employment development) and NMT6 (Land east of Caird Avenue, south of Carrick Way woodland) – allocated for residential development specifically to provide for local housing needs.

6. Consultations

- 6.1. **Councillor England** is aware of the planning application and has visited the site and nearest local resident. No formal comments have been received.
- 6.2. **New Forest District Council** raises no objection. However, the item was presented to the Council's Planning Committee on 13 November 2013 and Members requested that the County Minerals Authority be made aware of the Environmental Health Section's comments on the proposal.
- 6.3. **New Forest District Council Environmental Health** raises no objection. As the recently submitted acoustic report shows that the proposed development, together with its cumulative effect, can operate in accordance with the extant planning condition of 35dB LAeq 1 hour at the boundary of Manor Farm House. However, a condition is required to ensure that the new development operates in accordance with the recently submitted acoustic report. It is the EHO's opinion that the noise limits contained within the existing noise condition should remain; however, as discussion has taken place in relation to the enforceability of the extant condition, it is recommended that the wording of the location and measurement procedure be discussed further. A monitoring point could be indicated on a plan that shows the closest boundary point of Manor Farm house, to the application site. With regard to dust, the dust management scheme is likely to have changed since the original planning application was granted consent. Therefore, if granted consent, a condition is required to submit a dust management scheme in writing for approval prior to the development commencing. The condition must also require that the dust management scheme shall be installed prior to the development commencing and thereafter, continue to operate in accordance with the scheme.
- 6.4. **Environment Agency** raises no objection to the proposed development. The proposed development falls within 250m of a landfill site that is potentially producing landfill gas. An examination of the landfill monitoring records shows that there is no previous evidence of landfill gas migration from the site that could affect the proposed development.
- 6.5. **Highway Authority** raises no objection to the proposed development subject to the inclusion of conditions. The increase in HGVs per day by an average of 12 vehicles is noted. It is stated that the access to the public highway and the access road within the site will remain unchanged. It is stated that the current load sizes (17, 21 and 29 tonne) delivering to the site will not change significantly as a result of the development. It is noted that the applicant states that there is a wheel washing system that has been recently installed at the site and it has been made clear that all vehicles using the site will use the wheel cleaner. The accident report for Milford Road Junction with the A337 to the North Iley Lane to the south shows that there have been no accidents in the last five years. The requested conditions relate to the sheeting of HGVs and measures to be taken to ensure mud is not deposited on the public highway.

6.6. **Natural England** raises no objection in relation to statutory nature conservation sites as it is satisfied that if the proposed development is undertaken in accordance with the details submitted, it is not likely to have a significant effect on the features for which Solent & Southampton Water has been classified and it will not damage or destroy the interest features for which the Hurst Castle & Lymington River Estuary SSSI has been notified.

6.7. **New Forest National Park Authority** has been consulted, no comments have been received.

6.8. **Lymington & Pennington Town Council** has been consulted, no comments received.

7. Representations

7.1. 18 letters of objection have been received in relation to the planning application. The issues raised relate to:

- noise impact from the proposed additional plant due to there already being high levels of noise pollution generated by the operation of the site as existing (noise comprises of engines, banging and general operation of machinery) and the intensification of the site will result in a worsening situation;
- noise report is deficient;
- dust impact which would worsen the current situation that is considered to impact on the health of residents and be a nuisance;
- negative impact on the local residents' quality of life and amenity of the locality;
- blown litter is currently an issue and will worsen;
- existing site has not been completed in accordance with the planning permission i.e. planting was not undertaken, existing buildings have been built smaller, noise levels have been exceeded;
- site is located within the South West Hampshire Green Belt;
- increase in traffic leaving the site onto the A337;
- further industrialisation of the local area;
- it does not comply with the requirement for a sustainable development;
- impact on the natural environment;
- development does not comply with the Hampshire Minerals and Waste Plan (Policies: 1, 4, 5, 6, 7, 9, 10 and 13); and

- site borders the New Forest National Park and an SSSI.

7.2. A noise consultant (MAS) was employed by the nearest local residents of Manor Farmhouse to review the noise information submitted by the applicant. A report by MAS was submitted on 21 January 2014 commenting on the contents of the Atkins noise assessment and information supplied with the application including consultees comments. The acceptability of the development was assessed using acoustic information submitted with the planning application 13/11273 only. The MAS report states:

a) That the principle of re-using inert waste is sensible, sustainable and consistent with the principles of the National Planning Policy Framework. However, it doesn't lead to an argument that unacceptable levels of noise are permissible which appears the outcome of the proposal in this case.

b) The noise impact assessment by Atkins is inadequate such that a robust assessment of impact from the aggregate washing plant cannot be made. The key omissions from the noise impact assessment include:

- Details of activity ancillary to the washing plan (e.g. use of mobile plant to unload, load, maintain equipment etc.) and predictions of likely noise levels;
- Evidence that current noise levels meet noise conditions to demonstrate the effectiveness of conditional approval (if considered appropriate by the Waste Planning Authority, Hampshire County Council);
- Calculations of the cumulative noise impact from existing fixed installations, mobile plant and vehicles (should apply a typical worst case assessment) combined with the predicted noise impact from the proposed washing plant and associated activity;
- Previous noise data and reports referred to within the report from 2012 and 2013 should be submitted as part of the application;
- Noise measurements of existing ambient and background noise levels for comparison with the cumulative noise levels from the site;
- Details of how existing noise levels are controlled and how the planning application seeks to improve existing amenity standards for residents in accordance with national planning policy.

c) Conclusions and recommendations from the report are:

- The proposals to extend activity and install an aggregate washing plant introduces a new noise source onto an existing noisy waste recycling site. Predictions of noise impact within the Atkins report are inadequate as only internal noise has been considered from the washing plant. Noise from mobile plant and machinery and ancillary activity e.g. unloading and reloading aggregate etc. is not included. This is a fundamental omission.

- The nature of historical noise complaints have been confirmed within the EHO response (at the time of writing) and EHO identify non compliance with existing planning controls within the extant (2005) planning permission. Therefore it appears current noise mitigation and control measures at the site are insufficient leading to harm to residential amenity. It is argued it would be irrational in law from Hampshire County Council to approve development that exacerbates existing unacceptable noise impact on residents or does not further mitigate the noise impact as part of the development in line with the NPPF.
 - The MAS review highlights a number of key omissions that are necessary to address to enable the application to be adequately assessed for noise impact from the development. Additional information is required.
 - The Atkins assessment considers a 'typical' (average) case noise emission from the aggregate washing plant. The assessment does not assess a typical worst case as needed. This is important as existing operations at the site already give rise to complaints and harm to amenity.
 - A noise assessment showing typical worst case measured noise levels from existing activity at locations representative of residential dwellings is required and the level of cumulative impact when all noisy activity (internal and external) from the aggregate washing plant and site activities is required. This should also include measured ambient and background noise levels for comparison. It is necessary for the developer to show the extant planning permission is complied with and propose additional noise mitigation measures to reduce existing noise levels as required by national noise policy and the NPPF i.e. secure a high quality design that contributes to improving health and quality of life of existing residents.
 - For the reasons outlined above, there is insufficient information to robustly assess the likely noise impact. However, existing noise complaints indicate unacceptable noise impact upon the residential receptor Pennington Manor already occurs and will therefore be exacerbated. Based on the information submitted within the planning application, conditional approval is not an option as a suitable noise environment cannot be created and limits may prevent the development.
- d) Following the submission of the SLR report (April 2014) MAS provided the following comments:
- That the additional report adds very little and does not adequately respond to the points raised by MAS. The assessment refers to previous reports by Alphatech that are not part of the planning application so cannot be transparently assessed as part of the application. The report inadequately considers the cumulative impact when the washing plant is addressed to existing activity.

7.3. 21 letters have been received in support of the planning application. The reasons for the support are:

- The site provides local employment and skills training;
- That the development is sustainable as it seeks to maximise recycling to reduce the reliance on mineral extraction;
- The site provides support for local house building development through providing the recycled aggregates;
- That the company supports the local community;
- That the company supports the local environment;
- That the development benefits the local economy
- That the development will reduce the amount of waste going to landfill;
- That the consolidation of the companies two sites will reduce HGVs travelling within the local area; and
- That the development is not visible from the A337 or public footpaths along the coast.

8. Commentary

8.1. Policy 17 (Aggregate supply – capacity and source) states that an adequate steady supply of aggregates will be provided until 2030. It identifies that the supply will be augmented by safeguarding and developing infrastructure capacity that alternative sources of aggregate could be provided at 1.0mtpa of recycled and secondary aggregates. The purpose of the proposed development is to contribute to the production of high quality secondary aggregates to ensure there is constant supply of aggregate that can complement the land won primary aggregate consequently Policy 17 lends support to this type of development.

8.2. In blending recycled construction and demolition waste with primary aggregate the proposal contributes to the aims of Policy 25: Sustainable waste management as the nature of the development seeks to move waste up the waste hierarchy. Further support is given to the co-location of activities with existing operations where commensurate with the operational life of the site. Policy 25 does note that intensification would only be supported if the uses would not cause unacceptable harm to the environment or communities in the local area. Consideration will be given to this in the report in due course. Policy 30: Construction, demolition and excavation waste development lends further support to the aims of the proposed development. It is considered that the proposal seeks to maximise the

recovery of construction, demolition and excavation waste to produce at least 1mtpa of high quality recycled/secondary aggregates, this is supported.

- 8.3. The proposed location of the development is within an existing strategic waste facility. Consequently when considering Policy 29: Locations and sites for waste management the proposal accords with Part 2 (b) and is therefore supported. It is noted that the site is located within the countryside. Policy 5 states that developments will not be permitted unless they provide suitable uses for previously developed land. Again, as the development is to be located within an existing permanent waste site, the requirements of Policy 5 have been met.
- 8.4. Due to the site being located within the South West Hampshire Green Belt Policy 6 needs to be taken into consideration. The policy stipulates that developments will be approved provided that they are not inappropriate, with the highest standards of development and operation being required. At present the existing bund appropriately screens the site's operations from public viewpoints. Only the top of the existing buildings can be seen at present. There is planting on the bund which, over time, will establish to fully screen the glimpses of the tops of the existing buildings. The proposed additional planting will further facilitate this. The proposed buildings will not be higher than the existing buildings. Furthermore the design of the buildings and external finish being in goosewing grey will ensure the tops of the buildings blend into the skyline. The additional planting will further contribute to the screening that will establish overtime. Therefore it can be concluded that the buildings are of a design that are appropriate to ensure that the roofline is not dominant on the horizon and the proposal will not be significantly visible from public viewpoints. The proposal is not an inappropriate development as the proposed buildings will not negatively impact on the distinctiveness or openness of the Green Belt and there will not be an unacceptable visual impact. It is recommended that if planning permission is granted the additional planting should be secured through condition to ensure it is undertaken in the next planting season. The development therefore meets the aims of Policy 6, Policy 10 (d) and Policy 13.
- 8.5. It is noted that there are concerns from residents about the increase in traffic leaving the haul road and exiting onto the A337. Confirmation has been given in the planning submission that within 12 months of the washing plant being commissioned on the Manor Farm site the existing washing plant at the Caird Avenue site will be decommissioned. It is noted that there is the intention to develop the Caird Avenue site in the future for housing, business and employment this is confirmed through the allocation of the site within the New Forest District Council Local Plan Part 2: Sites and Development Management (Policies NMT4, NMT5 and NMT6). In particular Policy NMT6 seeks the cessation of mineral and mineral related operations from the site. The Highway Authority is satisfied that the proposed development will lead to a reduction in the number of HGV movements associated with New Milton Sand and Ballast (the operator) on the local road network. It is noted that the

movement of the washing plant onto the Manor Farm site will result in an increase in HGV movements to and from the site however the slight change will not impact on the local highway network. The accesses from the site onto the haul road and then onto the public highway remain unchanged and are therefore satisfactory. Two conditions are recommended which should be secured if planning permission is granted. The proposed development accords with the aims of Policy 12: Managing traffic.

- 8.6. The noise generated by the site would not be at a level that would be considered likely to affect nearby bird interests associated with the SPA, SSSI and RAMSAR sites. Due to the land affected being within the boundaries of the existing operational area there is no potential for the development to impact upon any legally protected or notable species. The proposal therefore accords with the aims of Policy 3: Protection of habitats and species as there would not be an adverse impact on the designations or species.
- 8.7. Policy 10: Protecting public health, safety and amenity seeks to ensure proposed developments will not cause unacceptable noise and dust impacts. These impacts are the main cause for concern for local residents.
- 8.8. The omissions identified by MAS were considered by the Applicant and subsequently a report was completed by SLR (April 2014) and submitted in support of the planning application. Consideration was given to the comments from MAS and the SLR Report by WSP, the noise consultant appointed to advise the County Council. Advice from WSP is that the predictions do assume that the noise limit specified in Condition 10 would be met, albeit with little or no margin and any failure of the proposed washing plant to achieve its predicted noise level performance would likely result in the noise limit Condition 10 being exceeded. Environmental Health have also considered the SLR Report and it is agreed that the report is adequate and demonstrates, together with the cumulative effect, that the site would be able to operate in accordance with Condition 10. It is recommended however, that a condition is required to ensure the new development operates in accordance with the submitted acoustic report.
- 8.9. The site operates within a Waste Permit issued by the Environment Agency which requires that precautions shall be taken to minimise the production of airborne dust and debris from operations at the site. Fixed water sprays shall be mounted in areas used for handling, sorting, processing or storing of wastes and for the spraying of water on access roads during dry weather. Environmental Health state that they have previously received complaints regarding dust from the site. They acknowledge that some information has been provided regarding how dust is to be managed when the washing plant facility is introduced however it is considered that the dust management scheme in place may have changed since first approved and therefore although no objection has been raised in relation to dust by Environmental Health they recommend that an updated dust management scheme should be submitted for approval in advance of the washing plant facility being brought onto the site. Consequently there is not considered to be an

unacceptable dust impact subject to a condition being attached to secure an updated dust management scheme if planning permission is granted.

8.10. In summary, it is considered that the proposal is in accordance with the development plan as policy lends support to developments that facilitate the production of an adequate supply of aggregates (Policy 17), and the use of construction, demolition and excavation waste to generate secondary aggregate will facilitate the movement of waste up the hierarchy (Policy 25 and 30). The site is an existing permanent waste development (Policy 29(2b)) and therefore provides a suitable use of previously developed land (Policy 5). The location, design and scale of the proposal is such that with the additional proposed planting the development will not be inappropriate within the South West Hampshire Green Belt as it would not negatively impact on the distinctiveness or openness of the area and it would not have an unacceptable visual impact (Policy 6, 10(d) and 13). The slight change in the average movement of HGVs on the local road network is acceptable (Policy 12) and the location and nature of the development would not give rise to an adverse impact on the nature designations of species (Policy 3). The noise assessment provided appropriately demonstrates that the additional washing plant and clad screener will not increase noise levels above the restricted levels at the site and therefore it would not have an unacceptable noise impact and with appropriate dust mitigation to be secured through condition there will be no unacceptable dust impact (Policy 10 (b)).

9. Recommendation

9.1. That planning permission in respect of the installation of a high quality recycled aggregate washing facility and a clad extension to the existing recycling plant at Manor Farm Recycling Facility, Pennington, Lymington SO41 8QZ. (Application No: 13/11273) (Site ref: NF042) be approved for the above reasons, subject to the conditions listed in integral Appendix B.

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

High quality recycled aggregate washing facility and a clad extension to the existing recycling plant at Manor Farm Recycling Facility, Pennington, Lymington SO41 8QZ. (Application No: 13/11273) (Site ref: NF042)

County Planning
Elizabeth II West
The Castle
Winchester

CONDITIONS

Commencement

1. The development hereby permitted shall be begun before the expiration of two years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

Hours of Working

2. No heavy goods vehicles shall enter or leave the site and no plant or machinery shall be operated except between the following hours: 0700-1800 Monday to Friday and 0700-1300 Saturday. There shall be no working on Sundays or recognised public holidays.

Reason: In the interests of local amenity to meet the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013).

3. Notwithstanding condition 2 above, there shall be no loading or unloading of vehicles or operation of mobile plant and mobile machinery outside the buildings before 0800 hours Monday to Saturday.

Reason: In the interests of local amenity to meet the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013).

Landscape

4. The Planting Schedule dated 26th October 2006 produced by Peter Swann & Associates and 1/1,000 Scale SOFT LANDSCAPE DETAILS plan approved by the Waste Planning Authority on 30 November 2006 in relation to planning permission 84776 shall continue to be maintained in accordance with the approved details for the duration of the operation.

Reason: In the interests of visual amenity to secure the aims of Policy 10 of the Hampshire Minerals and Waste Plan 2013.

5. Prior to the completion of the installation of the washing plant a detailed scheme of landscaping for the additional proposed planting on the bund shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall confirm the planting specification (types, size and species of all trees and shrubs to be planted), identify trees to be retained, phasing and timescales for carrying out the planting, and provision for future maintenance. The scheme shall be implemented as approved. Any trees or shrubs which, within a period of time years from the date of planting, die, are removed or become seriously damaged or diseased shall be replaced in the nexting planting season with others of similar size and species.

Reason: In the interests of visual amenity to secure the aims of Policy 10 of the Hampshire Minerals and Waste Plan 2013.

6. Prior to development commencing details of the location, type and extent of all outside stockpiles of waste and recycled materials shall be submitted to the Waste Planning Authority for approval in writing. The details shall be implemented as approved.

Reason: In the interests of minimising visual impact and local amenity and to ensure the purpose of the South West Hampshire Green Belt are not compromised in accordance with Policies 6 and 10 of the Hampshire Minerals and Waste Plan (2013) are met.

7. No materials shall be stockpiled or deposited on the site to a height exceeding 3 metres.

Reason: In the interest of visual amenity and to ensure the purpose of the South West Hampshire Green Belt are not compromised in accordance with Policies 6 and 10 of the Hampshire Minerals and Waste Plan (2013) are met.

Protection of Water Environment

8. Any facilities for the storage of oils, fuels or chemicals shall be sited on impervious bases and surrounded by impervious bund walls. The bund capacity shall give 110% of the total volume for single and hydraulically linked tanks. If there is multiple tankage, the bund capacity shall be 110% of the largest tank or 25% of the total capacity of all tanks, whichever is the greatest. All filling points, vents, gauges and sight glasses and overflow pipes shall be located within the bund. There shall be no outlet connecting the bund to any drain, sewer or watercourse or discharging onto the ground. Associated pipework shall be located above ground where possible and protected from accidental damage.

Reason: To prevent pollution of the water environment to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

9. No solid matter shall be deposited so that it passes or is likely to pass into any watercourse. All drainage from the concrete hardstanding will be drained to collection tanks.

Reason: To prevent pollution of the water environment to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

Noise, Dust and Odour

10. Prior to development commencing details of dust suppression measures for the entirety of the site shall be submitted to and approved by the Waste Planning Authority in writing. The approved measures shall be implemented in accordance with the approved details prior to the installation of the washing plant and shall remain in accordance with the approved details for the duration of the development.

Reason: In the interests of local amenities to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

11. The operator shall comply with New Milton Sand & Ballast Manor Farm – Pennington NOISE MANAGEMENT PLAN Issued: 23rd August 2014.

Reason: In the interest of local amenity to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

12. The level of noise emissions from the site ‘Manor Farm – Pennington’ when measured in accordance with BS 4142:1997 at the noise monitor location (431221, 93738) shall not exceed either:

- (i) 59dB $L_{Aeq,1hour}$

or

- (ii) 69dB L_{AFmax} on more than two occasions in any one hour period.

Reason: In the interest of local amenity to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

13. The operator shall measure and record operational noise levels in accordance with BS 4142:1997 at the noise monitoring location (431221, 93738) as detailed on plan PEN-0814-A and local automated weather station records for the site (wind direction, wind speed and precipitation) shall recorded half hourly and available for retrieval on a daily basis. The recorded noise levels and weather station records shall be made available to the Planning Authority in a suitable format within one week of any written request from the Waste Planning Authority.

Reason: In the interest of local amenity to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

14. All waste recycling and processing, other than composting, shall be carried out within the approved buildings.

Reason: In the interest of local amenity to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

Details of Buildings

15. The washing plant and its associated building shall be constructed in accordance with drawing no. SL140-LAY-01 with an absorption surface area of 1680m². The primary aggregates shall be tipped under cover as detailed on Drawing No: TD674/01C.

Reason: In the interest of local amenity to ensure the aims of Policy 10 of the Hampshire Minerals and Waste Plan (2013) are met.

Highways

16. All lorries entering or leaving the site loaded with waste associated with the development hereby permitted shall be securely sheeted.

Reason: In the interest of local amenities and highway safety to ensure the aims of Policies 10 and 12 of the Hampshire Minerals and Waste Plan (2013) are met.

17. Measures shall be taken to prevent mud and spoil from vehicles leaving the site being deposited on the public highway. No vehicle shall leave the site unless its wheels have been cleaned sufficiently to prevent mud being carried onto the public highway. In the event that any mud or spoil is deposited on the highway, it shall be cleaned off at the end of each working day.

Reason: In the interests of highway safety to ensure the aims of Policy 12 of the Hampshire Minerals and Waste Plan (2013) are met.

Plans and Particulars

18. The development hereby permitted shall be carried out and completed strictly in accordance with the approved plans, specifications and written particulars identified within the decision notice.

Reason: To ensure that the development is carried out in accordance with the approved details.

Lighting

19. Full details of proposed lighting for the washing plant shall be submitted to the Waste Planning Authority for written approval. The approved details shall then be implemented and remain for the duration of the proposed development.

Reason: In the interests of local amenity and protection to the visual impact during the hours or dusk or darkness in accordance with Policy 10 of the Hampshire Minerals and Waste Plan (2013).

Advice Note

1. A written undertaking has been provided by The Agent acting on behalf of New Milton Sand and Ballast that washing aggregate operations at Caird Avenue would cease within 12 months of the Manor Farm Washing facility being commissioned

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

Hampshire Minerals and Waste Plan (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 (NPPF). 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 NPPF taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

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:

- a. it is a time-limited mineral extraction or related development; or
- b. the nature of the development is related to countryside activities, meets local needs or requires a countryside or isolated location; or
- c. 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 6: South West Hampshire Green Belt

Within the South West Hampshire Green Belt, minerals and waste developments will be approved provided that they are not inappropriate or that very special circumstances exist.

As far as possible, minerals and waste developments should enhance the beneficial use of the Green Belt.

The highest standards of development, operation and restoration of minerals or waste development will be required.

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:

- a. release emissions to the atmosphere, land or water (above appropriate standards);
- b. have an unacceptable impact on human health;
- c. cause unacceptable noise, dust, lighting, vibration or odour;
- d. have an unacceptable visual impact;
- e. potentially endanger aircraft from bird strike and structures;
- f. cause an unacceptable impact on public safety safeguarding zones;
- g. cause an unacceptable impact on:
 - i. tip and quarry slope stability; or
 - ii. differential settlement of quarry backfill and landfill; or
 - iii. subsidence and migration of contaminants;
- h. cause an unacceptable impact on coastal, surface or groundwaters;
- i. cause an unacceptable impact on public strategic infrastructure;
- j. 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 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:

- a. highway safety;

- b. pedestrian safety;
- c. highway capacity; and
- d. environment and amenity.

Policy 13: High-quality design of minerals 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 17: Aggregate supply – capacity and source

An adequate and steady supply of aggregates until 2030 will be provided for Hampshire and surrounding areas from local sand and gravel sites at a rate of 1.56mtpa, of which 0.28mtpa will be soft sand.

The supply will also be augmented by safeguarding and developing infrastructure capacity so that alternative sources of aggregate could be provided at the following rates:

- 1.0mtpa of recycled and secondary aggregates; and
- 2.0mtpa of marine-won aggregates; and
- 1.0mtpa of limestone delivered by rail.

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 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 30: Construction, demolition and excavation waste development

Where there is a beneficial outcome from the use of inert construction, demolition and excavation waste in developments, such as the restoration of mineral workings, landfill engineering, civil engineering and other infrastructure projects, the use will be supported provided that as far as reasonably practicable all materials capable of producing high quality recycled aggregates have been removed for recycling.

Development to maximise the recovery of construction, demolition and excavation waste to produce at least 1mtpa of high quality recycled/secondary aggregates will be supported.

New Forest District Council Local Plan Part 2: Sites and Development Management

Policy NMT4: Land east of Caird Avenue, south of Carrick Way

Land east of Caird Avenue, south of Carrick Way is allocated for residential development, including affordable housing in accordance with Policy CS15(d) of the Core Strategy.

The site will be developed in accordance with the following site-specific criteria:

- provision of vehicular access from Caird Avenue at the Tesco/supermarket roundabout, and the implementation of any necessary improvements to the roundabout;
- improvements to the junctions of Caird Avenue with Ashley Road and the A337;
- retention of woodland and balancing pond on the northern part of the site;
- provision of pedestrian/cycle access with links to the footpath and cycleway network and land to the south east, allocated in Policy NMT6. IN particular provision of footpath and cycleways from the site to Carrick Way and south through the site to link with Caird Avenue (see NMT14.2 and NMT14.8);
- provision of required measures to mitigate the recreational impact of the development on European nature conservation sites in accordance with Policy DM3, to include the provision on or close to the site of publically accessible land designed to provide Suitable Alternative Natural Green Space (SANGS);
- provision of appropriate landscape buffers;
 - i. between the employment and residential development to protect the amenities of residents;
 - ii. along the western site boundary with Caird Avenue to enhance the Green Infrastructure Strategy green buffer;
 - iii. between Carrick Way woodland and residential properties to safeguard the Site of Importance for Nature Conservation. (This buffer could serve a dual function as open space);
- provision of public open space in accordance with Core Strategy CS7, including provision of informal open space, equipped or mixed natural and equipped play areas and space for young people as part of the residential development.

NMT5: Land east of Caird Avenue – Business and employment development

Land east of Caird Avenue is allocated for employment development in accordance with Policy CS17 of the Core Strategy. The site will be developed in accordance with the following site-specific criteria:

- provision of vehicular access from Caird Avenue at the Tesco-supermarket roundabout, and the implementation of any necessary improvements to the roundabout;
- provision of an access road through the site from the Tesco/supermarket roundabout to provide access to land to the east, allocated for developed in Policy NMT6;

- improvements to the junctions of Caird Avenue with Ashley Road and the A337;
- provision of a secondary vehicular access about 180m south-west of the roundabout on Caird Avenue, with the inclusion of a pedestrian refuse on Caird Avenue;
- provision of pedestrian/cycle access with links to the existing footpath and cycleway network. In particular provision of footpath and cycleways from the southern part of the site to link with Caird Avenue (see NMT14.2 and NMT14.8);
- provision of appropriate landscape buffers:
 - i. between the employment and residential uses;
 - ii. along the western site boundary with Caird Avenue to enhance the Green Infrastructure Strategy green buffer;
 - iii. between the development and the southern boundary of the site in order to screen the development from the countryside and views from the A337.

Policy NMT6: Land east of Caird Avenue, south of Carrick Way woodland

Land east of Caird Avenue, south of Carrick Way woodland, is allocated for residential development specifically to provide for local housing needs in accordance with Policies CS12 and CS15(b) of the Core Strategy, and employment development. Seventy percent of the dwellings provided will be affordable housing. Five hectares of the site should be for employment development in accordance with Policy CS18 of the Core Strategy.

The site will be developed in accordance with the following site-specific criteria:

- provision of vehicular, pedestrian and cycle accesses from Caird Avenue via the development to the west of the site (Policies NMT4 and NMT5);
- implementation of any necessary improvements to the Caird Avenue Tesco/supermarket roundabout;
- improvement to the junctions of Caird Avenue with Ashley Road and the A337;
- provision of pedestrian/cycle access and routes through the site and linking with the footpath and cycleway network. In particular, provision of a footpath link to Carrick Way woodland and the development to the west of the site (see NMT14.2 and NMT14.8);
- provision of required measures to mitigate the recreational impact of the development on European nature conservation sites in accordance with Policy DM3, to include the provision on or close to the site of publicly accessible land designed to provide Suitable Alternative Natural Green Space (SANGS);
- retention where possible of trees within the site and on the site boundaries;
- provision of appropriate landscape buffers:
 - i. between employment and residential uses within the site;
 - ii. between the site and adjacent Sites of Importance to Nature Conservation (Carrick Way woodland and Ashley Meadows)
 - iii. between the development and the southern boundary of the site in order to screen the development from the countryside and views from the A337

- cessation of mineral and mineral related operations from the site and implementation of appropriate remediation measures to address any contamination issues related to the site, prior to or in association with development proposals;
- protection of the Danes Stream water body;
- on-site provision of public open space in accordance with Core Strategy Policy CS7, including provision of informal open space, equipped or mixed natural and equipped play areas and space for young people as part of the residential development;
- provision of suitable land for a minimum of 10 full sized allotment plots within the site;
- within the employment land allocation, inclusion of provision for development in accordance with Core Strategy Policy CS17(a) and (b); and
- prior to the occupation of any residential development that capacity of the minerals processing infrastructure on or adjoining this site should be relocated or provided elsewhere.