

HAMPSHIRE COUNTY COUNCIL
Decision Report

Decision Maker:	Regulatory Committee
Date:	17 th July 2024
Title:	Change of use from motocross to a Construction, Demolition, Excavation Waste Management Facility, involving importation, treatment and storage of waste and aggregates, with offices, structures and vehicle parking (retrospective). Importation and storage of road planings for crushing and screening to create recycled aggregate, including associated buildings, structures and vehicle parking. Provision of silo for concrete batching operation with storage, office and parking. With internal separation bunds and landscaping at Down Farm, Storage Land at Three Maids Moto Cross, Down Farm Lane, Headbourne Worthy Hampshire SO22 6RG (No. 23/02126/HCS) WR237
Report From:	Assistant Director of Waste & Environmental Services

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Recommendation

1. That planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure the relinquishment of the granted but not implemented planning permission - [20/01188/HCS](#) - related to storage and processing of road planings elsewhere on the wider moto-cross site.

Executive Summary

2. The application is for the redevelopment of an existing moto-cross track for three separate uses. The site would be separated into three separate plots. Plot A would recycle waste inert soils and concrete, Plot B would be a storage and operations site for an off-site concrete manufacturing business, and Plot C would be a road planings storage and recycling facility.
3. The application site lies within one of the tracks within a moto-cross site was granted temporary planning permission in June 2004 (03/02954/FUL) and granted permanent planning permission in April 2012 (11/01233/FUL).
4. The inert soils and concrete recycling facility on Plot A have been operating for three years as an ancillary operation related to the moto-cross use. The

facility provided material for the moto-cross tracks but as the moto-cross use of the wider site has now ceased the facility needs planning permission – this element of the planning permission would be retrospective.

5. The concrete storage and operations on Plot B is also currently operating and would also be retrospective.
6. The proposed road planings facility to be located on Plot C would replace a similar operation that was granted planning permission in February 2022 ([20/01188/HCS](#)). That facility was to be located within the wider site and to the east of the site subject to this current application. The earlier road planings planning permission has not been implemented and would have allowed the relocation of a road planings facility currently operating within the Down Farm Estate without planning permission.
7. The proposed site is located north of Winchester and is approximately 2.7 hectares (ha) in size. The site is adjacent to the A34 Three Maids Hill junction and would use an improved, existing access from Christmas Hill.
8. The application is being considered by Regulatory Committee as requested by Councillor Porter.
9. Key issues raised are considered to be:
 - Highway safety and amenity impacts of HGVs;
 - Air quality impacts (dust);
 - Noise impacts;
 - Acceptability within a countryside setting;
 - Ecology/habitat impacts;
 - Highway.
10. A committee site visit by Members took place on 5 February 2024 in advance of the proposal being considered by the Regulatory Committee.
11. The proposed development is not an Environmental Impact Assessment (EIA) development under the [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#).
12. Proposed planning conditions (See **Appendix A**).

13. The principle of the development is supported by Policies 17 (Aggregate supply – capacity and source), 18 (Recycled and secondary aggregates development), 25 (Sustainable waste management), 27 (Capacity for waste management development) and 30 (Construction, demolition and excavation waste) in that the movement of waste materials up the waste hierarchy is encouraged to divert them from landfill, and recycling of construction, demolition and excavation (CDE) waste to produce beneficial aggregate products can provide an alternative to marine-won or land won sand and gravel for certain purposes.
14. The site does have good transport connections to sources and markets for the type of waste being managed. It also is determined that the location has a special need and the suitability of the site can be justified. The development meets the requirements of Part 3, Policy 29 (Locations and sites for waste management).
15. By locating the recycling site outside but close to the urban area, a good compromise can be achieved between proximity to the waste source whilst also maintaining a buffer to environmentally sensitive receptors. It is therefore in the public interest to have a waste development close to the city but far enough away to not be an environmental intrusion (Part b) Policy 5 (Protection of the countryside)).
16. The application would provide new vegetated bunds to provide additional screening of the site to supplement existing screening created during construction of the moto-cross site (Policy 13 (High-quality design of minerals and waste development) of the [HMWP \(2013\)](#)). The new tree and shrub planting and wildflower seed mixes would also provide habitat gains and no impacts to protected species would occur (Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#)).
17. The development is in Flood Zone 1 (lowest risk) and the proposed drainage plan for the extension area and workshop building area are suitable (Policy 11 – Flood risk and prevention).
18. Health, safety, and amenity impacts will not be unacceptably adverse with noise levels at nearest sensitive receptors being marginally above the existing background noise levels and sufficient controls in place to address any dust generated by the site operations (Policy 10 – Protecting public health, safety and amenity). Lighting levels will be designed and controlled in a way to ensure there is no adverse ecological or amenity impacts.

19. The site access would be widened as part of the development and would not result in significant adverse effects on highway safety and capacity of the local road network or the A34. (Policy 12 (Managing Traffic)).
20. Taking all matters into account, on balance, the proposal is considered to be in accordance with the relevant national and local planning policy and is considered to be sustainable in accordance with Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#). It is therefore recommended that permission be granted.
21. It is considered that planning permission ought to be granted subject to the conditions listed in **Appendix A** and the completion of a legal agreement under which the applicant would relinquish the February 2022 planning permission for a road planing storage and recycling operation on the wider moto-cross site.
22. On balance, the proposal is considered to be in accordance with the relevant national and local planning policy and is considered to be sustainable in accordance with Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#). It is therefore recommended that permission be granted.
23. It is therefore recommended that planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure the relinquishment of the granted but not implemented planning permission - [20/01188/HCS](#) - related to storage and processing of road planings elsewhere on the wider moto-cross site.

The Site

24. The application site lies within the Down Farm estate. This site lies approximately 3 kilometres (km) to north of the city of Winchester and 1.8km approximately to the north east of the village of Littleton.
25. Down Farm is an operational farm with ancillary development including motocross and a golf academy. The golf academy includes a driving range with ball stop net, clubhouse and parking. There is a field used for dog walking (hired by members of the public).
26. The application area is approximately 2.7 hectares (ha). This includes the access route to Christmas Hill.
27. The site forms a relatively flat, with a gentle inclined surface rising from approximately 85mAOD in the south eastern corner, up to 92mAOD in the

north western corner. The site screened to the north by existing bunds installed as part of the motocross use.

28. The site is part of an area that currently has planning permission to operate as a motocross track and is one of three tracks and is known as ‘Track C’. The wider motocross track is not currently operational. The site would be divided amongst three operations – these three areas are identified as Plot A, B, and C (running west to east). The application is part retrospective in that two of the three proposed operations are already on the site.

- Plot A is currently occupied by an inert waste soils and concrete recycling operation. This operation was previously considered to be ancillary to the approved motocross use as it was providing aggregate for use on the motocross course. As a result it did not require planning permission. However, as the motocross site has ceased operation and the operator now wishes for it to remain in place and to export processed material, it requires its own planning permission.
- Plot B is currently occupied by a concrete manufacturing operation which currently does not have planning permission to operate.
- Plot C is currently vacant.

29. The site is accessed from an existing access on Christmas Hill which is located approximately 50m to the north of the roundabout junction with the A34. Christmas Hill is a single carriageway road subject to a 60mph speed limit. The width of Christmas Hill is approximately 9.6m allowing the safe passage of opposing traffic. To the north, Christmas Hill provides access to Worthy Down Barracks and South Wonston. To the south, it provides access to the A34. The A34 is part of the Strategic Road Network and provides access to the M3 at Junction 9 approximately 4.3 kilometres (km) southeast of the site access.

30. Other site constraints and features include the following:

Constraints	Description	Onsite-adjacent-distance from site (approx.) and direction
<i>Nature conservation:</i>		

Ancient Woodland	Worthy Copse	800m northwest (on opposite side of A34)
Site of Importance for Nature Conservation (SINC)	Worthy Copse	800m northwest (on opposite side of A34)
<i>Landscape designations, agricultural land and rights of way:</i>		
National Park	South Downs National Park	3.2 km southeast
Footpath No	Headbourne Worthy 111/2	300m east
<i>Water resources and flooding:</i>		
Environment Agency Flood Zones	Flood Zone 1 (Lowest risk)	
<i>Historic environment:</i>		
Ancient Monuments	Scheduled ancient monument (Iron Age field system, banjo enclosure and Romano-British villa)	2km east
Archaeology	Locally designated yellow alert area (banjo enclosure)	750m northeast
<i>Other constraints:</i>		
Noise sensitive receptors	Residential: Down Farm House. This is owned by the farm estate. Three Maids Bungalow	400m southeast 440m south west of the site (separated by the A34)

Planning History

31. The Minerals and Waste planning history of the wider site is as follows:

Application No	Proposal	Decision	Date Issued
20/01188/HCS	Importation and storage of road planings for crushing and screening to create recycled aggregate, including associated buildings, structures and vehicle parking	Granted	02/02/2022

32. There is no minerals or waste planning history for the site, although there is history with Winchester City Council on the wider Down Farm for the variety of commercial and leisure uses including moto cross, pony club uses, dog kennels and training and a golf driving range. The application site lies within the moto cross site subject to permission 03/02954/FUL granted in June 2004 and made permanent by permission 11/01233/FUL in April 2012.

33. The subject site is safeguarded. While not on the subject site, as a site with planning permission, the road planings site ([20/01188/HCS](#)) is safeguarded under the Policy 26 (Safeguarding waste infrastructure) of the [Hampshire Minerals and Waste Plan \(2013\)](#) (HMWP (2013)).

The Proposal

34. All documents associated with the planning application can be found on the planning application webpage:

<https://planning.hants.gov.uk/Planning/Display/HCC/2023/0521>

35. It is proposed to subdivide the site into three plots. Each plot would have a different operator.

Plot A:

36. Plot A is currently occupied by a Construction, Demolition, and Excavation (CDE) waste recycling operation. Currently this operation provides aggregate for use on the motocross course and has not previously required planning permission. The operation will include treating waste soils to remove the stone content and producing different grades of soil. Hardcore will be treated and crushed periodically to produce Type 1 crushed concrete. The facility will be used for the applicant's purposes only and no

third party waste will be delivered. The site has an Environmental Permit to manage 75,000 tonnes per annum. A double storey office is currently located on the site.

37. The following items of plant and equipment are provided at the site:
- 1x Crushing plant;
 - 1x Screener;
 - 1x loading shovel; and
 - 1x Excavator.
38. The surface of the yard has been compacted to provide a solid base for vehicles and processing.
39. The anticipated vehicle movements associated with the Plot A operation are:
- 42 Heavy Goods Vehicles (HGV) daily movements; and
 - 24 daily car movements.
40. The operational hours for Plot A will be:
- Monday to Friday 07:00 - 18:00; and
 - Saturday 07:00 - 12:00.

Plot B:

41. Plot B has recently been occupied by a concrete manufacturing operation. The site will be used for storage of raw materials (aggregates, cement, and water) and volumetric vehicles. The materials will be loaded into the vehicle with batching takes place at the point of use, depending on the nature of concrete required. The volumetric vehicle will release the materials at the required volumes to produce the concrete. This is not a site based batching plant.
42. There will be storage bays, using concrete legioblocks or similar, to store aggregates. There will also a water tank and a silo for the cement. These will be on a concrete base.
43. A loading shovel will be used to place the aggregates into the volumetric vehicle. The vehicle will then park under a silo to receive a set amount of cement. This is delivered in a fully enclosed pipe. The water is added into another compartment within the vehicle. A double skinned fuel tank will be

used for fuelling the vehicles. A single storey office will be located on the site.

44. Vehicle movements associated with the Plot B operation will be:

- 72 HGV daily movements; and
- 18 daily car movements.

45. The operational hours will be:

- Monday to Friday 07:00 - 16:00; and
- Saturday 07:00 - 12:00.

Plot C:

46. The operations in this area will be the same as those approved by consent [20/01188/HCS](#) which are approved to be located further east in the wider motocross site will be transferred to this new location. Planning permission [20/01188/HCS](#) has yet to be implemented. The operator is currently operating on the wider site at a different location from both that proposed in this application and the one approved under [20/01188/HCS](#).

47. The operator is involved in highway maintenance projects. The site will be used to receive, store and treat road planings. RPS collect planings from local contracts. The waste planings will be returned to the site and stored pending treatment.

48. Once sufficient quantities have been stored, the operator will crush and screen the planings to produce a graded, recycled aggregate.

49. The following items of plant and machinery will be utilised:

- Mobile screener;
- Mobile crusher;
- Loading shovel; and
- 360 Excavator.

50. Stockpiled materials are proposed to be stored no higher than 4m.

51. A double skinned fuel tank will be used for fuelling vehicles with a single storey office.

52. The importation of road planings is estimated to amount to 8-10 loads per day and four at night. Sales of aggregate will attempt to send sales out from the site using return loads.
53. The site will handle up to 75,000 tonnes per annum (pa).
54. Vehicle movements associated will be the same as currently permitted:
 - 30 HGV daily movements; and
 - 20 daily car movements.
55. The operational hours of plant and machinery on the site will be:
 - Monday to Friday 07.30 – 17.00
 - Saturday 08.00 – 13.00.
56. HGVs will work:
 - 07.00 – 19.00 (Monday to Sunday)
 - 1900 – 0700 Monday to Sunday on up to 10 separate occasions each year.
57. The existing motocross track would remain in place south of the wider site.

Landscaping

58. The operational area is currently screened to the north and west by a vegetated bund. A gap in this bund which allows a farm track access would be filled in and planted with a mixture of trees, shrubs, and grasses. All three sites would be separated from each other internally with a 2.5m high and approximately 10m wide bund planted with native shrubs and grasses. The southern boundary of the site will have three 2.5m high and approximately 10m to 15m in width separated by the site accesses into each plot. The bund to the south of Plot A would be planted with a native shrub and tree mix while the bund south of Plots B and C planted with a wildflower seed mix. Finally, a new 2.5m high and approximately 10m to 15m wide bund would be constructed on the eastern edge of Plot C. This would be planted with a number of native trees with a native shrub understory.

Ecology

59. The development will result in the loss of one hectare of modified grassland, 0.2ha of modified grassland with tall herb and 0.2ha of sparsely vegetated land with ruderal/ephemeral. However, biodiversity net gain

calculation was completed to establish how to compensate for these losses of the aforementioned habitats. The newly created bunds will include other neutral grassland and mixed scrub. The new neutral grassland will be established through the use of Special General-Purpose Meadow Mixture EM3 or similar.

60. A Biodiversity Net Gain calculation using DEFRA's BNG Metric 3.1 shows the proposed scheme will deliver 5.07 habitat biodiversity units. This represents a net gain of 0.55 habitat units which is a 12.05% gain.
61. In addition to the habitat enhancements the development will provide two bat boxes and six bird boxes.
62. A lighting specification has been proposed to minimise ecological impacts (see 'Lighting' below).

Surface water management:

63. The Site will drain water to the south-eastern corner into a new infiltration basin. A long filter drain will be located along the southern side of the paved access road to intercept and convey surface water to the infiltration basin while providing some additional attenuation. Further drains will be distributed around the site to convey runoff to the principal SuDS features.

Highways:

64. The site is accessed from an existing access on Christmas Hill which is located approximately 50m to the north of the roundabout junction with the A34. Christmas Hill is a single carriageway road subject to a 60mph speed limit. The width of Christmas Hill is approximately 9.6m allowing the safe passage of opposing traffic. To the north, Christmas Hill provides access to Worthy Down Barracks and South Wonston. To the south, it provides access to the A34. The A34 is part of the [Strategic Road Network](#) and provides access to the M3 at Junction 9 approximately 4.3km southeast of the site access.
65. The numbers of HGVs serving each operator is provided above. The majority of HGVs accessing the site will be rigid body HGVs with a small number of articulated HGVs being utilised by the Operator of Plot B.
66. The proposed access alterations to the site access include:
 - alterations to the width of the access and junction radii (10m) to accommodate HGV vehicle and allow typical rigid HGV not to encroach on to opposite side of road on exit;

- resurfacing the mouth of the junction and part of the site access road using a bituminous macadam surfacing;
 - increase width of the access road at the junction on Christmas Hill to accommodate two-way HGV traffic;
 - provision of junction visibility splays of 70m with a 2.4m setback as appropriate for the observed 85th percentile of 30.2 miles per hour;
 - access is proposed to operate as a left turn only on exit and right turn only on entry.
67. Pedestrian and cycle access is proposed from the cycle path to the east of the site and access can also be allowed through the Christmas Hill access. Cycle stands are not proposed with employees being free to use offices or secure storage areas within the compounds to store bicycles.

Lighting

68. Lighting will be required for the operational hours in darkness during the winter months. The lighting will be required for the car park and site office areas only. All lighting will be motion detected and used intermittently.
69. To ensure the lighting will minimise any ecological impact the Ecological Impact Assessment requires the use of hooded luminaires directed away from vegetation and the use of LED bulbs that are at the warmer end of the spectrum - avoiding blue or white light - and maintaining 'complete darkness' (less than 0.4 lux) across key areas of suitable.

Environmental Impact Assessment

70. The proposed development has been assessed under [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#). The development is classified as a Schedule 2 development as it falls within Category 11(b) 'Installations for the disposal of waste' and exceeds the size threshold. However, whilst being identified under the Regulations, it is not deemed an EIA development requiring an Environmental Statement.

Development Plan and Guidance

71. Section 38(6) of the [Planning and Compulsory Purchase Act 2004](#) requires that applications are determined in accordance with the statutory 'development plan' unless material considerations indicate otherwise. Therefore, consideration of the relevant plans, guidance and policies and

whether the proposal is in accordance with these is of relevance to decision making.

72. The key policies in the development plan which are material to the determination of the application, are summarised below. In addition, reference is made to relevant national planning policy and other policies that guide the decision-making process and which are material to the determination of the application.
73. For the purposes of this application, the statutory development plan comprises the following:

Hampshire Minerals & Waste Plan (2013) (HMWP)

74. The following policies are relevant to the proposal:
- Policy 1: (Sustainable minerals and waste development;
 - Policy 2: Climate change – mitigation and adaptation;
 - Policy 3: Protection of habitats and species;
 - Policy 4: Protection of the designated landscape;
 - Policy 5: Protection of the countryside;
 - Policy 7: Conserving the historic environment and heritage assets;
 - Policy 9: Restoration of quarries and waste developments;
 - 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 14: Community benefits;
 - Policy 17: Aggregate supply – capacity and source;
 - Policy 18: Recycled and secondary aggregates development;
 - Policy 25: Sustainable waste management;
 - Policy 27: Capacity for waste management development;
 - Policy 29: Locations and sites for waste management; and
 - Policy 30: Construction, demolition and excavation waste development.

Update to the Hampshire Minerals and Waste Plan (emerging)

75. Hampshire County Council and its partner Authorities (Southampton City Council, Portsmouth City Council, New Forest National Park Authority and South Downs National Park Authority) are working to produce a partial update to the Hampshire Minerals and Waste Plan (2013) which will guide minerals and waste decision making in the Plan Area up until 2040. The partial update to the Plan will build upon the adopted Hampshire Minerals

and Waste Plan (2013), eventually providing new and updated policies based on up-to-date evidence of the current levels of provision for minerals and waste facilities in the Plan Area. Plan making is currently at [Regulation 19 draft plan consultation stage](#). The update to the Plan and its associated policies are only emerging policy. This means that the policies cannot be given any weight at this stage due to the early stage in plan preparation.

[Winchester City Council \(Local Plan Part 1 – Joint Core Strategy \(2013\)\) \(WCCLP Pt1 \(2013\)\)](#)

76. The following policies are relevant to the proposal:

- Policy DS1 Development Strategy and Principles;
- Policy MTRA1 Development Strategy Market Towns and Rural Area
- Policy MTRA4 Development in the Countryside;
- Policy CP10 Transport;
- Policy CP11 Sustainable Low and Zero Carbon Built Development;
- Policy CP13 High Quality Design;
- Policy CP15 Green Infrastructure;
- Policy CP16 Biodiversity;
- Policy CP19 South Downs National Park; and
- Policy CP20 Heritage and Landscape Character.

[Winchester City Council \(Local Plan Part 2\) – Development Management and Site Allocations \(WCCLP Pt2 \(2017\)\)](#)

77. The following policies are relevant to the proposal:

- Policy DM1 Location of New Development;
- Policy DM15 Local Distinctiveness;
- Policy DM16 Site Design Criteria;
- Policy DM17 Site Development Principles;
- Policy DM18 Access and Parking;
- Policy DM20 Development and Noise; and
- Policy DM23 Rural Character.

78. Other areas of policy and guidance of relevance of to the proposal include:

[National Planning Policy Framework \(2023\) \(NPPF\)](#)

79. The following paragraphs are relevant to this proposal:

- Paragraphs 10-12: Presumption in favour of sustainable development;

- Paragraphs 38, 47: Decision making;
- Paragraphs 55 – 56: Planning conditions;
- Paragraph 85: Support of sustainable economic growth;
- Paragraphs 108, 115-117: Sustainable transport;
- Paragraph 124: Types of land;
- Paragraphs 159, and 162: Planning and climate change;
- Paragraphs 165-175: Planning and flood risk;
- Paragraphs 180: Contributions and enhancement of natural and local environment;
- Paragraphs 186-188: Biodiversity and planning;
- Paragraphs 189-194: Ground conditions and pollution;
- Paragraphs 200-214: Heritage assets; and
- Paragraphs 213: Steady and adequate supply of aggregates.

National Planning Policy for Waste (2014) (NPPW)

80. The following paragraphs are relevant to the proposal:

- Paragraph 1: Delivery of sustainable development and resource efficiency;
- Paragraph 5: Suitability of sites; and
- Paragraph 7: Determining planning applications.
- Appendix B Locational criteria.

National Waste Planning Practice Guidance (NWPPG) (last updated 15/04/2015)

81. The following paragraphs are relevant to the proposal:

- Paragraph 007 (Self-sufficient and proximity principle);
- Paragraph 0046 (Need); and
- Paragraph 0050: (Planning and regulation).

Consultations

82. The following responses have been received from consultees. A summary is provided below. A full record of all consultation responses is available to view on the planning application webpages under 'consultee responses' <https://planning.hants.gov.uk/Planning/Display/HCC/2023/0521>

83. **County Councillor Porter:** Initially submitted a holding objection due to highway concerns. Specifically had concerns regarding the road safety of site entrance onto Christmas Hill, and the ability of the roundabout between

A34 and Christmas Hill being able to cope with additional vehicle movements generated by the site and in light of additional developments recently approved in the area. Wished to see active travel encouraged to the site. Was interested to understand the implication of lighting the site on the landscape, ecology and quality of night sky.

84. **Winchester City Council:** Has no objection subject to conditions regarding:

- Lighting specification and layout satisfactorily addressing landscape and ecology concerns;
- Dust management controls being in place;
- Surface water being managed according to the submitted drainage strategy; and
- New tree planting be protected and managed per the submitted landscape proposals.

Initially raised a holding objection which referenced but were not limited to requests for additional information in other consultee responses. Concern over the cumulative impact of the proposed development with other recently permitted developments on opposite side of A34 (Anaerobic Digester, EV charging station, and solar farm). The impact of lighting was not detailed and did not reference the recommendations of the ecology report. Also concerns over potential impact to trees.

Supported the request for further information regarding highways capacity impacts and cumulative effects with other developments recently permitted.

Also raised ecology concerns regarding handling of run-off, and the loss of habitat mitigation that had been required as part of approval of moto-cross planning permission and which would now need suitable alternative to be provided.

85. **Winchester City Council Environmental Health Officer (EHO):** Has no objection subject to conditions similar to those highlighted in the noise assessment as requirements of the Planning Permission [20/01188/HCS](#) (road planing planning permission). These conditions related to:

- Specified times of site operation, and times of HGV ingress and egress including a cap on road planing HGVs using the site during day time and night-time hours;
- Use of white noise reverse alarms;

- Requirement for vehicles and plant to be appropriately maintained and fitted with silencers; and
- Requested that any replacement of the significant on-site plant on which noise modelling assumptions were based would need approval to ensure they were similar in noise level produced or impose a site boundary noise limit.

86. **Headbourne Worthy Parish Council:** Development located within the Parish. Stated:

- objects to night time use of the site;
- no traffic for the site use access on Down Farm Lane and use the Christmas Hill access only;
- no HGVs from site should be allowed to use Andover Road;
- concerns about capacity of Concern about other developments and capacity of Three Maids Hill Roundabout;
- Site should be screened and dust and dirt is contained;
- Concern about future site development should permission be granted; and
- Requested assurance noise from site would not be intrusive.

87. **Littleton and Harestock Parish Council:** Development located outside of Parish. Acknowledged that the development was not within the Parish. Objected to the development and raised concerns regarding:

- the impact on the local road network within Littleton and Harestock Parish and the cumulative impacts;
- industrialisation of Three Maids Hill area; and
- request local Highway Authority prepare comprehensive transport strategy for the Stockbridge Road and Andover Road corridor.

Further comment in response to additional information requested a condition that prevented HGVs for site using roads in Parish's residential built-up area.

88. **Crawley Parish Council:** Has objection due to adverse impacts on local roads. Concerns about cumulative traffic impacts from other developments in Three Maids Hill area. Further comment in response to additional information requested a traffic and route management plan.

89. **South Wonston Parish Council:** Development located outside of Parish. Provided comments on the application noting it was a suitable location and acceptable activity. Considered a need to assess cumulative traffic

impacts, and impact of HGVs leaving the site on road safety. Requested that conditions imposed under road planings planning permission be replicated and improvements to Christmas Hill access and possible enlargement of roundabout.

90. **Environment Agency:** Has no objection subject to condition regarding handling of land contamination not previously identified. Noted that an Environmental Permit would be required for the site under which risks to controlled waters and handling of any non-inert materials would be assessed.
91. **National Highways:** No objection. Initially had holding objection due to potential impact on A34. Upon reviewing additional information submitted by applicant regarding capacity of roundabout between the site and A34, were satisfied the development would allow roundabout to continue to operate well within capacity.
92. **Local Highway Authority:** Has no objection subject to conditions related to:
- Limits on daily HGV movements to those in the planning statement and assessed;
 - Improvements to site entrance on Christmas Hill and visibility splays;
 - Measures to ensure no vehicles leaving the site shall deposit mud, dirt, or debris on the highway including being sheeted; and
 - Requirement for all HGVs turning left out of site and right into site (they must use the Christmas Hill roundabout).

Initially requested additional information to address latest traffic accident data, designs demonstrating widening and resurfacing of the site of access due to increase of number of HGVs (this was requested as a condition of the previous road planing planning permission, updated traffic and analysis of capacity impact on the Christmas Hill roundabout, and confirmation of number of HGV movements.

The applicant submitted additional information addressing these issues.

93. **Lead Local Flood Authority (LLFA):** Has no objection subject to condition requiring implementation of submitted drainage strategy. Initially requested additional information on infiltration drainage features, areas to be impermeable surface following development, and assessment of management of water quality. Additional information submitted by the applicant addressed these concerns.

94. **Landscape Planning and Heritage (Landscape) (Hampshire County Council):** Has no objection subject to conditions requiring:

- implementation of the proposed Landscape Management and Maintenance Plan; and
- an external lighting plan to prevent light spill.

Initially requested additional information:

- to determine the impact of the of the proposed high structures when viewed from the public footpath near to the site;
- on the landscape management plan; and
- information on lighting.

The applicant submitted further information to address these points to the satisfaction of the County Landscape Architect.

95. **Hampshire County Council Arboriculture:** Has no objection.

Initially requested additional information to understand how dust generation and run-off might impact adjacent trees and hedgerows, and priority woodland habitat in the vicinity.

Additional information submitted by the applicant highlighted the distance from the nearest priority habitat and separation by the A34/A272 slip road, and also demonstrated how site run-off and dust would be managed.

96. **County Ecologist (Hampshire County Council):** Has no objection subject to conditions requiring:

- Submission of a detailed Construction and Environmental Management Plan (CEMP);
- Implementation of the recommendations in the Ecology Impact Assessment (EcIA) and Biodiversity Net Gain (BNG) Assessment and submission of a detailed Landscape and Ecological Management Plan with long term implementation in line with submitted Landscape Management Plan;
- Photographic evidence of implementation of the enhancement;
- A Lighting Plan which protect ecology.

97. **Landscape Planning and Heritage (Archaeology) (Hampshire County Council):** Has no objection subject to a condition requiring a Written Scheme of Investigation (WSI) unless evidence is submitted to demonstrate that any archaeological potential within the site has already been removed by the earlier motocross development or will not be impacted by the proposed development.

Representations

98. Hampshire County Council's [Statement of Community Involvement](#) (SCI) sets out the adopted consultation and publicity procedures associated with determining planning applications. In complying with the requirements of the SCI, Hampshire County Council:
- Published a notice of the application in the Public Notice Online, Andover Advertiser, Hampshire Chronicle, Hampshire Chronicle Lite, Romsey Advertiser, Petersfield Post, Southern Daily Echo.
 - Placed notices of the application at the application site and local area;
 - Consulted all statutory and non-statutory consultees in accordance with [The Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#); and
 - Notified by letter all residential properties within most immediate vicinity of the site - these were over 100 metres of the boundary of the site.
99. As of 09 July 2024, a total of 19 representations (from 15 respondents) to the proposal have been received. There was 1 representation in support of the proposal and 18 objected to the proposal.
100. The main areas of concern raised in the objections related to the following areas:
- no need for another aggregate recycling site in close proximity to other approved site;
 - industrial creep at Three Maids Hill;
 - noise impacts;
 - impact on air quality in particular dust;
 - site entrance on to Christmas Hill unsafe;
 - HCV/HGV traffic using local roads;
 - Mud/debris deposited on roads;
 - impact on Down Farm Lane from traffic;
 - impacts on cyclists;
 - cycle routes to site unsuitable; and
 - lack of cycle facilities at the site.
101. The above issues will be addressed within the following commentary except where identified as not being relevant to the decision.

Habitats Regulation Assessment:

102. In accordance with [Conservation of Species and Habitats Regulations 2017](#) (the Habitats Regulations), Hampshire County Council (as a 'competent

authority') must undertake a formal assessment of the implications of any new projects we may be granting planning permission for e.g. proposals that may be capable of affecting the qualifying interest features of the following European designated sites:

- Special Protection Areas [SPAs];
- Special Areas of Conservation [SACs]; and
- RAMSARs.

103. Collectively this assessment is described as 'Habitats Regulations Assessment' [HRA]. The HRA will need to be carried out unless the project is wholly connected with or necessary to the conservation management of such sites' qualifying features.
104. The HRA screening hereby carried out by the Minerals and Waste Planning Authority considers the proposed development to have **no likely significant effect** on the identified European designated sites due to:
- It is not located at a distance to be considered to have proximity to directly impact on the European designated sites;
 - The site is not considered to have any functional impact pathways connecting the proposed works with any European designated sites;
 - The proposal does not have any significant increase on any adverse impacts the wider site may have.
105. Discussion of Biodiversity Net Gain (BNG) requirements are covered in the [Ecology](#) section of the commentary section of this report, where they are relevant to the proposal.

Climate Change

106. Hampshire County Council declared a [Climate Emergency](#) on 17 June 2019. Two targets have been set for the County Council, and these also apply to Hampshire as a whole. These are to be carbon neutral by 2050 and preparing to be resilient to the impacts of temperature rise. A [Climate Change Strategy and Action Plan](#) has since been adopted by the Council. The [Climate Change Strategy and Action Plan](#) do not form part of the Development Plan so are not material to decision making. However, it is true to say that many of the principles of the Strategy and Action Plan may be of relevance to the proposal due to the nature of the development. Where these principles are of relevance, they are addressed in the relevant parts of the Commentary section.

107. This proposed development has been subject to consideration of Policy 2 (Climate change – mitigation and adoption) of the [HMWP \(2013\)](#). The application does not contain a Climate Change Assessment. The site office and welfare buildings are the ‘temporary’ portacabin type typically found at such sites. As such will have limited energy efficiency options that would be expected with more permanent construction. The drainage plan includes adequate stormwater capacity for 1 in 100 year storm events with an appropriate allowance for climate change. Two operations seek to recycle CDE waste to produce secondary aggregates.
108. Overall, and taking into account the drainage design the development is considered to be in accordance with Policy 2 (Climate change – mitigation and adoption) of the [HMWP \(2013\)](#).

Commentary

109. The commentary section provides more information on the key planning issues in relation to the proposal.

Principle of the development and demonstration of need

110. The development of the site will be supporting economic growth by maintaining a supply of recycled and secondary aggregates required for use in the building industry and in the construction and/or repair of roads and transport infrastructure.
111. Activities on Plots A and C, following processing of imported waste materials will result in secondary aggregates. Use of secondary aggregates can reduce the need for the extraction of primary aggregates (i.e. virgin sand and gravels) and allows primary aggregates to be used for those purposes for which they are essential. Whether the proposal is considered to be in accordance with paragraph 11 of the [NPPF \(2023\)](#) and Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#) will be considered in the remaining sections of this commentary section.
112. Policy 17 (Aggregate supply – capacity and source) of the [HMWP \(2013\)](#) states that an adequate and steady supply of aggregates until 2030 will be provided for a variety of sources including land-won, marine won and 1mtpa of recycled and secondary aggregates. This 1 million tonnes per annum (mtpa) is a minimum capacity level. This is expected to be augmented through the safeguarding and developing of infrastructure at sites such as the proposed facility.
113. Further capacity to recycle aggregates to help deliver the minimum capacity requirements set out under Policy 17 is encouraged through Policy

- 18 (Recycled and secondary aggregates development) of the [HMWP \(2013\)](#) . Policy 18 (Recycled and secondary aggregates) of the [HMWP \(2013\)](#) states that ‘recycled and secondary aggregate production will be supported by encouraging investment and further infrastructure to maximise the availability of alternatives to marine-won and local land-won sand and gravel extraction.’ Policy 18 is therefore supportive of the development of sites like that being considered as part of this proposal.
114. Policy 25 (Sustainable waste management) of the [HMWP \(2013\)](#) supports development which encourages sustainable waste management and reduces the amount of residual waste currently sent to landfill.
115. Policy 27 (Capacity for waste management development) of the [HMWP \(2013\)](#) states the need for additional waste infrastructure capacity for non-hazardous recycling and recovery capacity in Hampshire. Policy 30 (Construction, demolition and excavation waste development) supports development that will maximise the recovery of construction, demolition and excavation (CDE) waste to produce at least 1 million tonnes per annum (mtpa) of recycled/secondary aggregates.
116. Policy 30 (Construction, demolition and excavation wastes) of the [HMWP \(2013\)](#) is also linked to Policies 17 and 18. Policy 30 states that ‘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’. Furthermore, paragraph 6.211 of the Plan clearly states that objective in Hampshire ‘to reuse, recycle and recover as much as possible of the estimated 2.35 million tonnes (mt) of construction, demolition and excavation (CDE) waste that is generated in Hampshire each year.
117. The [National Planning Policy for Waste \(2014\)](#) (NPPW) sets out the Government’s ambition to work towards a more sustainable and efficient approach to resource use and management. Paragraph 7 of the [NPPW](#) states that when determining waste planning applications, waste planning authorities should only expect applicants to demonstrate the quantitative or market need for new or enhanced waste management facilities where proposals are not consistent with an up-to-date Local Plan. In this case, as detailed throughout this report, the proposed development is considered

consistent with the relevant policies of the [HMWP \(2013\)](#) and the applicant is not required to demonstrate market need.

118. The applicant states that the need for the development is twofold. There is the business need of each operator to find and secure sites from which to operate. All three have identified the site as being essential to their business need, primarily due to its central location within the county and access to the strategic road network. There is also the need to provide capacity in the county for recycling construction waste and manufacturing secondary aggregates.
119. Activities on Plots A and C, following processing of imported waste materials will result in secondary aggregates. Use of secondary aggregates can reduce the need for the extraction of primary aggregates (i.e. virgin sand and gravels) and allows primary aggregates to be used for those purposes for which they are essential.
120. Road planing operations proposed on Plot C (RPS) have previously been considered under Planning Permission ([20/01188/HCS](#)). Under that Planning Permission the need for the operation within the wider motocross site was considered to have been demonstrated. Moving the proposal to the new location subject to this application will not alter this conclusion.
121. By virtue of the earlier planning application for road planings activities considered under Planning Permission (20/0118/HCS), that site is now considered a safeguarded waste site for the recycling of CDE waste unless it is not implemented. Policy 16 (Safeguarding – mineral infrastructure) of the [HMWP \(2013\)](#) states that development that would unnecessarily sterilise the infrastructure or prejudice or jeopardise its use by creating incompatible uses near-by. While the alternative location for road planing operations proposed under this subject application would not jeopardise the previous application, the relocation to retain the potential facility is supported by Policy 16. This application is being determined on the basis that the only road planing operation within the wider site would be that proposed for Plot C – the previously approved planning permission would not be implemented.
122. The aggregate operations on Plot A (Pringle Reclaim) is an activity that has been ongoing in its current location for a number of years originally as a smaller operation to provide surfacing material for the motocross course using secondary aggregates. This existing operation would be expanded under the proposal to provide other recycling of excavated soils and waste concrete.

123. The concrete operations on Plot B (Hilcon) are being considered as part of this application rather than a planning application to Winchester City Council as they will be a complimentary operation as the two waste operations. Waste uses will be the predominant use of the site. The Plot B operations will require similar site management. There is also potential for recycled aggregates to be used in the manufacture of concrete in the future should construction specifications allow for it although this is not proposed the planning application.
124. The proposals are supported by Policies 18 (Recycled and secondary aggregates development), 27 (Capacity for waste management development), and 30 (Construction, demolition and excavation waste development) of the [HMWP \(2013\)](#) since they will maximise the recovery of CDE waste and will contribute to the production of at least 1mtpa of high quality recycled and secondary aggregates.
125. Recycled aggregate tends to account for around 25-30% of the supply of aggregate only, as it is limited by the supply CDE waste, constraints in site locations given the processes required to produce recycled aggregate which can be detrimental to amenity, availability of appropriate sites and the amount of investment needed to convert CDE waste into a high-quality aggregate. Recent figures from the Minerals Products Association had recycled aggregates accounting for 29% of the aggregate supply. Furthermore, the [AMR, 2022](#) identifies a decrease (over two consecutive years) in production of recycled and secondary aggregates. The most recent [LAA \(2022\)](#) reports a decreasing three-year trend in the production of recycled and secondary aggregates. Therefore, this application would help alleviate some of the pressure on policy 18 and its monitoring indicators.
126. This application also falls in line with Policy 25 (Sustainable waste management) of which part 'a' encourages "waste to be managed at the highest achievable level within the waste hierarchy" and part 'b' advises for waste to be diverted from landfill. This application would work to recycle and recover road planings and recycle other CDE waste from across the county so they can be re used rather than disposed of, therefore it is working to drive waste up the hierarchy.
127. The development of the site will be supporting economic growth by maintaining a supply of recycled and secondary aggregates required for use in the building industry and in the construction and/or repair of roads and transport infrastructure. On the basis of the information before the Minerals and Waste Planning Authority and the ability for the proposal to contribute to aggregate supply and the management of waste in

Hampshire, the proposed development is considered to be in accordance with Policies 16 (Safe-guarding – minerals infrastructure), 17 (Aggregate supply – capacity and source), 18 (Recycled and secondary aggregates development), 25 (Sustainable waste management), 27 (Capacity for waste management development), and 30 (Construction, demolition and excavation wastes) of the [HMWP \(2013\)](#).

128. Whether the proposal is considered to be in accordance with paragraph 11 of the [NPPF \(2023\)](#) and Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#) will be considered in the remaining sections of this commentary section.

Suitability of site location

129. Policy 29 (Locations and sites for waste management) of the [HMWP \(2013\)](#) is used to assess proposals for all types of waste development and sets the general approach to considering the location and sites for waste management facilities. To be in accordance with Policy 29 the site must meet Parts 1 and 2, or else Part 3 of the policy.
130. The development meets Part 1 (ii) due to its immediate proximity to the A34 which is part of the Strategic Road Network. However, the site does not meet the requirements of Part 2. despite the previous planning permission for the subject site to be a motocross course, the site fails to meet the NPPF (2023) definition of Previously Developed Land (PDL). The NPPF (2023) defines PDL as:

‘Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure.’

131. While the permanent planning permission for the moto-cross site allowed for buildings, based on observations from a site visit and from recent aerial photography there were no permanent structures within the application boundary.
132. While not strictly meeting the [NPPF \(2023\)](#) definition of PDL, the previous motocross planning permission did allow permanent use of the site for the purposes of motocross and did not require restoration to countryside if the use ceased. The proposed development would be located on land that would require significant remediation to be returned to an agricultural use.

133. On the basis the proposal does not meet part 2, the development must be considered against Part 3 of Policy 29. The site does have good transport connections to sources and markets for the type of waste being managed (Part 3 (i)). It also is determined that the location has a special need and the suitability of the site can be justified. This conclusion is supported by the June 2022 Planning Inspectorate appeal decision ([APP/Q1770/W/21/3279319](#)) for an similar inert waste operation on the opposite side of the A34, Three Maids Junction. The Inspector Decision considers the issue of Special Need under Paragraphs 21 -31. The Inspector identified the need for an inert recycling facility to serve the Winchester urban area and as discussed below, identified that inert waste processing facilities are appropriately located in rural locations away from housing.
134. The development subject to the Appeal decision has not been implemented and a subsequent planning permission for that site has been granted by Winchester City Council allowing for development of an electric vehicle charging station ([23/01594/FUL](#)) – this latter permission has been implemented. The existence of both the inert waste and road planning operations on the subject motocross over recent years also indicates the presence of a viable local market and need.
135. On balance, the development is considered to meet Policy 29 (Locations and sites for waste management) of the [HMWP \(2013\)](#) as it meets part 3 (a and b) of Policy 29 in that the site has good transport connections to sources and there is special need for the development.

Development in the countryside

136. The site lies outside the settlement boundary defined within the [WLPJCP part 1 \(2013\)](#) and as such is located in the countryside.
137. Policy 5 (Protection of the countryside) of the [HMWP \(2013\)](#) states that 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. The policy also includes an expectation that the highest standards of design, operation and restoration will be met and there will be

a requirement that it is restored in the event it is no longer required for minerals and waste use.

138. Policy MTRA4 (Development in the Countryside) of the [WLPJCP part 1 \(2013\)](#) describes when development in the countryside will be permitted. This includes where the development has an operational need for a countryside location, such as agriculture or reuse of existing rural buildings. It also requires that the development should not cause harm to the character and landscape of the area or neighbouring uses or create inappropriate noise/light and traffic generation.
139. Paragraph 6.205 of the [HMWP \(2013\)](#) states that construction, demolition and recycling activities predominantly take place in the open and because this can create noise and other emissions they are not easily assimilated in built-up areas. The paragraph goes on to say that sites within countryside locations are often more suitable for this type of activity. Paragraph 6.195 of the [HMWP \(2013\)](#) recognises that opportunities for waste development may exist on greenfield land which are in well-screened locations away from residential areas and which require a countryside or a more isolated location.
140. It is therefore acknowledged in the development plan that inert waste processing facilities are appropriately located in rural areas away from housing. By locating the recycling site outside but close to the urban area, a good compromise can be achieved between proximity to the waste source whilst also maintaining a buffer to environmentally sensitive receptors. It is therefore in the public interest to have a waste development close to the city but far enough away to not be an environmental intrusion. The concrete manufacturing operation is considered to be in keeping with the two proposed waste uses.
141. Winchester City Council's Planning Department were consulted and it was noted that the presence of inert waste recycling has been accepted in principle in the similar countryside site on the opposite side of the A34 Three Maids Hill junction.
142. The appropriateness of the design of the site is addressed elsewhere in this report but the principle of the proposal being in a countryside location is accepted.
143. On the basis of the site location in the countryside, the proposed use for the site for the importation and storage of inert waste for crushing and screening to create recycled aggregate, including associated buildings, structures and vehicle parking is considered to comply with Policies 5

(Protection of the countryside) of the [HMWP \(2013\)](#) as well as Policy MTRA4 (Development in the countryside) of the [WCCLP Pt1 \(2013\)](#).

Ecology

144. Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#) sets out a requirement for minerals and waste development to not have a significant adverse effect on, and where possible, should enhance, restore or create designated or important habitats and species. The policy sets out a list of sites, habitats and species which will be protected in accordance with the level of their relative importance. The policy states that development which is likely to have a significant adverse impact upon the identified sites, habitats and species will only be permitted where it is judged that the merits of the development outweigh any likely environmental damage. The policy also sets out a requirement for appropriate mitigation and compensation measures where development would cause harm to biodiversity interests.
145. Policy CP16 (Biodiversity) of the [WCCLP Pt1 \(2013\)](#) provides similar requirements for developments to maintain, protect and enhance biodiversity across the District.
146. Paragraph 180 of the [NPPF \(2023\)](#) states that planning decisions 'should contribute to and enhance the natural environment'. In addition, Paragraph 180 d) requires developments to minimise impacts on and providing net gains for biodiversity.
147. The site is not located in any national or local designations.
148. The application is supported by an **Ecological Impact Assessment (EclA)**, a **Biodiversity Net Gain (BNG) Assessment**, a **Landscaping Proposal Plan** and an associated **5 year Landscape Management Plan** to enable habitat establishment. The Section 5 of EclA includes management and mitigation measures to be implemented regarding habitat provision, bats, birds and hedgehogs.
149. The planning application was submitted prior to the national 10% BNG requirement being mandatory and so only some net gain is required to be in accordance with [NPPF \(2023\)](#) Paragraph 180 d). The BNG assessment was undertaken using an older version of the DEFRA BNG Metric (version 3.1) - but which was current at the time of submission – this demonstrates the proposals will deliver 12.05% BNG.
150. The County Ecologist has reviewed the proposal and has no objection subject to conditions. These conditions would require a detailed lighting design to ensure that bat foraging would not be impacted and would require

maximum 1 lux at the site perimeter, warm lighting fixtures below 3500K and full-cutoff lighting fixtures. These conditions are set out in **Appendix A**.

151. On the basis of the information before the Minerals and Waste Planning Authority and with the proposed mitigation and planning conditions, the proposal is in accordance with Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#) and Policy CP16 (Biodiversity) of the [WCCLP Pt1 \(2013\)](#).

Visual impact, landscape. and arboriculture

152. Policy 13 (High-quality design of minerals and waste development) of the [HMWP \(2013\)](#) requires that waste development should not cause an unacceptable adverse visual impact and should maintain and enhance the distinctive character of the landscape. In addition, Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) protects residents from significant adverse visual impact.
153. Policy DM23 (Rural Character) of the [WCCLP Pt2 \(2017\)](#) states that development will be permitted where they do not have an unacceptable effect on the rural character of the area, by means of visual intrusion, the introduction of incongruous features, the destruction of locally characteristic rural assets, or by impacts on the tranquillity of the environment.
154. The application has been supported by a **Landscape and Visual Study** as well as a **Landscaping Proposal Plan** and accompanying **5 year Landscape Management Plan**. The landscape proposal plan proposes to add additional bunding along the norther perimeter of the site extending the existing vegetated earth bund in the north west corner. Each Plot would be separated by vegetated bunds and vegetated bunds will separate each Plot from the shared haul road. Additional trees will be added on the new northern and western perimeter bunds, with native shrub and tree mixes and wildflower seed mixes used for the remaining bunds. There is further vegetative screening to the south separating the site from the A34 to the south.
155. Landscape Planning and Heritage (Hampshire County Council) has reviewed the proposal and has no objection subject to a condition requiring implementation of the landscaping plan and implementation of a lighting plan that prevents light spill. The applicant has satisfactorily assessed and addressed initial concerns regarding assessment of visibility of the site in particular from the public footpath to the west.

156. Winchester City Council had noted that the appearance of the site in the context of cumulative visual impact on the countryside should be considered. Considering its approved use as a motocross track, the proposal is not considered to be a significant change to the appearance of the site.
157. No trees will be removed as part of the development. The County Arboricultural Officer had requested additional information regarding the impact of the development on surrounding trees and following additional information regarding control of dust and run-off was satisfied these concerns were addressed.
158. It is considered to be in accordance with Policies 5 (Protection of the countryside), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste development) of the [HMWP \(2013\)](#) and Policy DM23 (Rural Character) of the [WCCLP Pt2 \(2017\)](#).

Cultural and Archaeological Heritage

159. Policy 7 (Conserving the historic environment and heritage assets) of the [HMWP \(2013\)](#) requires minerals and waste development to protect and, wherever possible, enhance Hampshire's historic environment and heritage assets (designated and non-designated), including their settings unless it is demonstrated that the need for and benefits of the development decisively outweigh these interests.
160. There are no designated archaeological assets within the site or in the immediate vicinity that would be impacted by the project.
161. The County Archaeologist has reviewed the application and has no objection to the proposal subject to a condition requiring Programme of Archaeological Mitigation unless it is otherwise demonstrated that there is no archaeological potential remaining following the earlier construction of the moto-cross course. This is included in **Appendix A**. It is unclear how the previous development of the site as a motocross course has impacted any in-situ archaeology and as a result that requires assessment of any the remaining archaeological potential on Plot C with follow-up investigation should anything be found during the further development of the site.
162. On the basis of the proposed planning condition, the proposal is in accordance with Policy 7 (Conserving the historic environment and heritage assets) of the [HMWP \(2013\)](#).

Impact on public health, safety and amenity

163. Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) requires that any development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts, this is echoed in Policy DM19 (Development and Pollution) of the [WCCLP Pt1 \(2013\)](#). Also, any proposal should not cause an unacceptable cumulative impact arising from the interactions between waste developments and other forms of development. These issues are interlinked but have been split into subcategories for the purpose of clarity in this report.
164. Paragraph 174 of the [NPPF \(2023\)](#) states that planning decisions should *'contribute to and enhance the natural and local environment by: e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate'*.
165. In relation to pollution control and associated health issues, Government policy concerning pollution control is most clearly set out within the [NPPF \(2023\)](#) and the [NPPW \(2014\)](#) including its supporting planning practice guidance. Paragraph 185 of the [NPPF \(2023\)](#) states that *'planning decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should: a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life; b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation'*.
166. Paragraph 005 of the [PPGW](#) states that planning authorities can ensure that waste is handled in a manner which protects human health and the environment through testing the suitability of proposed sites against the policies in paragraphs 4 to 7 and the factors in Paragraph 7 of the [NPPW \(2014\)](#) / Appendix B of National Planning Policy for Waste.

167. Planning and permitting decisions are separate but closely linked. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution. The Environment Agency was consulted on the application and raised no objection to the proposal. It is not appropriate for the planning process to condition operational issues which relate to the jurisdiction of the environmental permit. Paragraph 050 of the [NPPG](#) states that Planning Authorities should assume that other regulatory regimes will operate effectively rather than seek to control any processes, health and safety issues or emissions themselves where these are subject to approval under other regimes.
168. The operations on Plot A has an existing Environmental Permit (issued July 2022) from the Environment Agency, and the application identifies that the operations on Plot C will also need an Environmental Permit.
- a) *Emissions to the atmosphere (air quality including dust):*
169. An **Air Quality Impact Assessment** has been submitted with the application. This includes a Dust Impact Assessment of impacts on the nearest sensitive receptors to dust soiling, health and ecology. It concludes the significance of the development at all sensitive local receptors has been assessed as 'slight' or 'negligible'. With the implementation of the proposed mitigation measures the revised significance is considered to be 'negligible'. The assessment concludes that the development will not have any adverse impact on health and amenity; will not have an adverse effect on the use of other land and the surrounding environment and will not result in nuisance.
170. Proposed mitigation includes the need for the plant operations to have an Environmental Permit which would include a dust management plan. Other recommended mitigation includes wheel washing, that HGVs be sheeted when leaving site, and for mud and debris be cleared along the haul road and site entrance.
171. The Assessment notes that the operators on Plot A already employ a street cleaner. No wheel wash has been proposed but a condition has been recommended requiring vehicles to be cleaned sufficiently to prevent mud and spoil being carried on to the public highway. Other conditions related to control of mud and debris along at the site entrance and sheeting of vehicles have also been recommended. An Environmental Management Scheme addressing dust and noise including a complaint procedure has also been recommended as a condition. This is included in **Appendix A**.

Typically, for similar waste sites this would be a duplicate of the management plan necessary for an Environmental Permit.

172. The EHO has raised no concerns regarding the air quality aspects of the proposal but notes that mitigation is necessary to make the location appropriate.

b) Noise and vibration:

173. The application is supported by a **Noise Impact Assessment** which models the impact of the proposed development on the nearest noise sensitive receptors which are all residential properties. The methodology compares existing background noise based on field measurements with modelled noise levels from the proposed development. The worst case scenario of all plant at each of the three plots operating simultaneously has been assessed. The Assessment concludes that there would be either 'No Observed Effect' or No Observed Adverse Effect' at the receptors.

174. The WCC EHO has reviewed the noise impact of the development and requests that the previous conditions related to the earlier road planing planning permission ([20/01188/HCS](#)) are included. These are included in **Appendix A**. The EHO also notes that assumptions regarding the noise levels of the individual plant on the site should be adhered to so the noise modelling assumptions remain valid. A condition has been recommended that allows confirmation of the assumed noise levels should the Minerals and Waste Planning Authority suspect they are breached. These are also included in **Appendix A**

c) Lighting:

175. A **Lighting Assessment** has been submitted with the application. for the operational hours in darkness during the winter months. The lighting will be required for the car park and site office areas only. All lighting will be motion detected and used intermittently. LED luminaries will be used, with warm white spectrum (to reduce the blue light component). The LED luminaries provide a sharp cut-off, lower intensity and good colour rendition. The lighting heights will be at the minimum required to avoid spill. A **lighting layout plan** showing the location of lighting fixtures has also been provided.
176. Both the County Ecologist and Landscape Architect have requested a detailed lighting plan be submitted as a planning condition which demonstrates a maximum 1 lux level at the perimeter of the site, warm light

fixtures below 3500K, and zero upward light spill. This condition is included in **Appendix A**

d) Cumulative impacts:

177. Concerns have been raised in public representations and responses from Parish Councils about the level of development occurring in the Three Maids Hill A34 junction. The proposed development is within a site that has permission to operate as a motocross track and is not considered to significantly alter the existing impact allowed. Other developments in the Three Maids Hill vicinity have occurred subsequent to the development of the existing site.
178. On the basis of the proposed mitigation and planning conditions, the proposal is considered to be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) as well as Policy DM19 (Development and Pollution) of the [WCCLP Pt1 \(2013\)](#).

Impact on surface or groundwaters and flooding

179. Policy 11 (Flood risk and prevention) of the [HMWP \(2013\)](#) relates to minerals and waste development in flood risk areas and sets criteria which developments should be consistent with relating to flood risk offsite, flood protection, flood resilience and resistance measures, design of drainage, net surface water run-off and Sustainable Drainage Systems. In addition, Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts. This includes not releasing emissions to water (above appropriate standards).
180. The application is supported by a **Flood Risk Assessment** and **Detailed Sustainable Drainage Strategy**. The Site lies within Flood Zone 1 and is therefore not at risk of flooding from rivers or the sea (now or in the future) – nor is it at risk from any other source of flood risk. The proposed development is considered by the NPPF to be a low vulnerability land use (with regards to flood risk) and the proposed development is therefore appropriate for this location.
181. The drainage scheme proposed includes a filter drain and infiltration basin, which provide a large stormwater attenuation capacity and utilises the high infiltration capacity of the chalk to dispose of runoff. Additional filter strips and other water quality measures are included for treatment of runoff. The

scheme also includes a maintenance plan with the required tasks in the short and long term.

182. The LLFA has reviewed the proposal and has no objection subject to the implementation proposed drainage scheme and its long term maintenance. This has been recommended as a planning condition and is included in **Appendix A**.
183. During determination of the planning application, the LLFA requested additional information on infiltration testing, the locations of impermeable surfacing resulting from the development and assessment of water quality impacts. This additional information was submitted by the applicant and was satisfactory to the LLFA.
184. As noted above, the Environment Agency has no objection to the application in terms of impact on water quality and notes that this would be reviewed as part of any Environmental Permit.
185. On the basis of the proposed mitigation and planning conditions, the proposal is in accordance with Policy 11 (Flood risk and prevention) of the [HMWP \(2013\)](#).

Links to Environmental Permitting

186. National Planning Practice Guidance states that Planning Authorities should assume that other regulatory regimes will operate effectively rather than seek to control any processes, health and safety issues or emissions themselves where these are subject to approval under other regimes ([Paragraph 050 Reference ID: 28-050-20141016](#))
187. Planning and permitting decisions are separate but closely linked. The Environment Agency has a role to play in both.
188. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution.
189. The need for an environmental permit is separate to the need for planning permission. The granting of planning permission does not necessarily lead to the granting of an Environmental Permit. An application for an Environmental Permit will include an assessment of the environmental risk of the proposals including the risk under both normal and abnormal operating conditions. The Environment Agency will assess the application and the adequacy of the impact assessment including whether the control

measures proposed by the operator are appropriate for mitigating the risks and their potential impact.

190. The scope of an Environmental Permit is defined by the activities set out in the Environmental Permitting Regulations (England and Wales) 2016 (EPR). The aim of the EPR regime is to protect the environment from potential impacts associated with certain liable facilities or installations. The permitted activities may form a part of, but not all, of the development needing planning permission. In these cases, the planning application will need to address environmental considerations from those parts of the development that are not covered by the permit.
191. The Environment Agency carry out unannounced inspection visits to ensure sites are operating in accordance with permit conditions and scrutinise data associated with the development. The Environment Agency has the powers to suspend any permits it considers are not being fully complied with and are creating an unacceptable risk.
192. The proposed facility is acceptable in terms of planning. Should a permit be granted for the operation, it will be monitored and enforced in the same manner as any other regulated site by the Environment Agency. Several mechanisms are put in place to monitor to ensure compliance such as audits, site visits, data analysis and compliance checks are carried out by the regulator.

Highways impact

193. Policy 12 (Managing traffic) of the [HMWP \(2013\)](#) requires minerals and waste development to 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. It also requires highway improvements to mitigate any significant adverse effects on highway safety, pedestrian safety, highway capacity and environment and amenity.
194. Policy CP10 (Transport) of the [WCCLP Pt1 \(2013\)](#) states that the Local Planning Authority will seek to reduce demands on the transport network, manage existing capacity efficiently and secure investment to make necessary improvements. Development should be located and designed to reduce the need to travel. The use of non-car modes particularly walking and cycling should be encouraged
195. Paragraph 115 of the [NPPF \(2023\)](#) states that '*development should only be prevented or refused on highways grounds if there would be an*

unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'

196. Public representations, local Parish Councils, and Councillor Porter have realised concerns regarding the potential impact of the development in terms of highways impacts. These concerns related to the safety of the site access onto Christmas Hill, a lack of capacity at the A34/ Three Maids Hill intersection, in particular the roundabout between the A34 and Christmas Hill, local routing of HGVs serving the site and a lack of cycle access and facilities. These concerns are acknowledged.
197. It is proposed that the site would have 144 two way (75 in and 75 out) HGV movements in total using an existing access point on Christmas Hill. Nearly all movements would be during daytime hours although there would be a limited allowance for up to 8 HGVs on 10 occasions per year for the road planings operation.
198. The application was supported by a **Transport Statement**. In response to consultee comments, a number of additional technical notes were submitted.

a) Highways capacity

199. National Highways, the Local Highways Authority, and Winchester City Council initially requested additional information on the capacity of the roundabout of the A34 junction and in particular the roundabout between the A34 and the site entrance. Capacity modelling has been undertaken which is based on recent traffic counts (November 2023) and includes the traffic generated by the proposed development and also other committed development recently permitted in the area (Anaerobic digester and Electric Vehicle Charging Hub) at the Three Maids intersection.
200. The assessment has demonstrated to the satisfaction of National Highways and the Local Highways Authority that there is sufficient highway capacity. This also satisfied Winchester City Council.

b) Highways safety

201. Following concerns raised regarding the site entrance the applicant has submitted a **technical note** which includes a preliminary design for a widened site entrance. Concerns were also raised about the impact on the safety of cyclists using Three Maids Hill. The entrance would be widened to ensure allow two HGVs to pass at the entrance and a stretch of the internal haul road would be paved and also allow two HGVs to pass. The widening

would also ensure HGVs would not have to encroach onto the opposite side of the highway when exiting.

202. The implementation of this widened entrance will be required as a planning condition. Other conditions relate to mud or debris on the highway and sheeting of HGVs, maintenance of visibility splays, erection of signage to warn road users of the site entrance, and a requirement to turn left out of the site and turn right into the site – to/or from the Three Maids Junction. All conditions proposed are set out in **Appendix A**.

c) Sustainable transport

203. Public representation from Cycle Winchester and consultation response from Councillor Porter have raised concerns about the cycle access and facilities for the site. There are no footpaths along Christmas Hill although pedestrian and cycle access to the site is possible from Down Farm Lane to the east. This would follow an existing track connecting Down Farm Lane to the proposed site. The applicant has also stated that each site would have compound or buildings in which bicycles could be stored securely if staff members did cycle to the site. The development is of a scale where a **Transport Statement** is sufficient to determine the transport impact of the proposed development. As such a Travel Plan has not been requested by the Local Highways Authority.

d) Other highway matters

204. Concerns have been raised by the Parish Councils regarding the potential impact of HGVs serving the site to operate on local rural roads and Andover Road. This has been raised as a concern on both safety and amenity grounds. Unless there is local need to serve these areas using these roads seems an unattractive route option. Never-the-less, a condition has been required for the operators of the site to produce an Operational Traffic Management Plan how the operators will ensure their vehicles will use the A34 as the predominate route to access the site. However, if diversions are in place though, it must be recognised that they would be using a legitimate route. Councillor Porter has expressed concerns that when work begins on the M3 Junction 9 scheme that night time closures may result in vehicles being diverted along Andover Road or through Harestock and result in amenity issues for residents. Given the low number of night-time vehicle movements that would be allowed for the site it is not considered that vehicle movements for the site would adversely impact residents in these areas. Wider concerns about management of diversion is beyond the scope of this proposal.

205. Cycle Winchester has requested the developer provide contributions to improve cycle access and surface of the cycle route to the east of the site. The [Community Infrastructure Levy Regulations \(2010\)](#) addresses the circumstances under which a planning obligation constitutes a reason to grant a planning permission. It is considered that any funding for any improvements of these routes is not considered necessary or reasonable to make the development acceptable in planning terms and is not reasonable when considering the scale of the proposed development.
206. The Local Highways Authority and National Highways have no objection to the proposal. The applicant has submitted a number of technical notes to address requests for further information from these consultees. Conditions requested by the Local Highways Authority have been included in the recommended conditions as set out in **Appendix A**.
207. On the basis of the proposed scheme, mitigation measures and planning conditions. the proposal is considered to be in accordance with Policy 12 (Managing traffic) of the [HMWP \(2013\)](#) and Policy CP10 (Transport) of the [WCCLP Pt1 \(2013\)](#).

Restoration

208. Policy 9 (Restoration of minerals and waste developments) of the [HMWP \(2013\)](#) requires temporary minerals and waste development to be restored to beneficial after-uses consistent with the development plan. Restoration of minerals and waste developments should be in keeping with the character and setting of the local area, and should contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan. It also indicates that restoration of mineral extraction and landfill sites should be phased throughout the life of the development.
209. The proposed development is permanent. Where waste developments occur within undeveloped countryside, Policy 9 would be applied to require the site to be restored should the waste use cease. However, given that the proposed site has already been developed and has planning permission to be a motocross site with no requirement for restoration, it is considered that Policy 9 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) is not relevant to the development.

Socio-economic impacts

210. Paragraph 7 of the [NPPF \(2023\)](#) states that purpose of the planning system is to contribute to the achievement of, with paragraph 8 confirming the importance that the economic role of development has in delivering sustainable development. Further to this, the [NPPF \(2023\)](#) incorporates planning policy in relation to the socio economic effects of development. Specifically, paragraph 81 of the [NPPF \(2023\)](#) states that: *‘Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development’*.
211. For waste sites, this is built on by paragraph 4.38 of the [HMWP \(2013\)](#) which acknowledges that appropriately managed *‘waste development (are) important to support employment and provision of services in rural areas’*.
212. The Planning Statement provides staff numbers for the operations on each of the plots as follows:
- Plot A (Pringle Reclaim) – 12;
 - Plot B (Hilcon) – 9; and
 - Plot C (RPS) – 16.

Monitoring and enforcement

213. If permission were granted, the Site would be inspected by officers in the Minerals and Waste Planning Authority’s Monitoring and Enforcement team to ensure compliance with any permission granted.
214. The Environment Agency would also inspect the Site as part of monitoring the Environmental Permit. The Environment Agency has the powers to suspend any permits it considers are not being fully complied with and are creating an unacceptable risk.

Legal agreement

215. As mentioned above, part of the proposal would involve the siting of a road planings recycling and storage facility which had previously been given to be located at another location in the wider motocross site. This planning permission has not yet been implemented and it is the intention of the applicant to not undertaken the standalone road planing permission. The current proposal has been considered by Officers on the basis that there

would only be one road planning. To ensure this, a legal agreement will be required under which the applicant would relinquish this earlier planning permission prior to any decision notice being issued.

Community benefits

216. Policy 14 (Community Benefits) of the [HMWP \(2013\)](#) encourages negotiated agreements between relevant minerals and waste developers/operators and a community as a source of funding for local benefits. These benefit packages can comprise bilateral arrangements between the main parties. Agreements can be between operators and local bodies such as Parish Councils or resident's associations. Whilst the Minerals and Waste Planning Authority encourages these agreements, it cannot be party to such agreements and the agreements cannot be considered in decision making.
217. Paragraph 5.59 of the [HMWP \(2013\)](#) states that there is an expectation that all 'major' minerals and waste development will be accompanied by a site Liaison Panel. Panels should be setup between the site operator, Minerals and Waste Planning Authority, other interested parties and community representatives to facilitate effective engagement with stakeholders in the interests of promoting communication between the site operator and local community.
218. Councillor Porter has requested that a Liaison Panel be established for the site and an informative is included in **Appendix A** stating a panel should be established.

Conclusions

219. The principle of the development is supported by Policies 17 (Aggregate supply – capacity and source), 18 (Recycled and secondary aggregates development), 25 (Sustainable waste management), 27 (Capacity for waste management development) and 30 (Construction, demolition and excavation waste) in that the movement of waste materials up the waste hierarchy is encouraged to divert them from landfill, and recycling of construction, demolition and excavation (CDE) waste to produce beneficial aggregate products can provide an alternative to marine-won or land won sand and gravel for certain purposes.
220. The site does have good transport connections to sources and markets for the type of waste being managed. It also is determined that the location has a special need and the suitability of the site can be justified. The

development meets the requirements of Part 3, Policy 29 (Locations and sites for waste management).

221. By locating the recycling site outside but close to the urban area, a good compromise can be achieved between proximity to the waste source whilst also maintaining a buffer to environmentally sensitive receptors. It is therefore in the public interest to have a waste development close to the city but far enough away to not be an environmental intrusion. (Part b)Policy 5 (Protection of the countryside)).
222. The application would use of vegetated bunds to provide additional screening of the site in addition to existing screening created during construction of the moto-cross site (Policy 13 (High-quality design of minerals and waste development) of the [HMWP \(2013\)](#)). The new tree and shrub planting and wildflower seed mixes would also provide habitat gains and no impacts to protected species would occur (Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#)).
223. The development in in Flood Zone 1 (lowest risk) and the proposed drainage plan for the extension area and workshop building area are suitable (Policy 11 – Flood risk and prevention).
224. Health, safety, and amenity impacts will not be unacceptably adverse with noise levels at nearest sensitive receptors being marginally above the existing background noise levels and sufficient controls in place to address any dust generate by the site operations (Policy 10 – Protecting public health, safety and amenity). Lighting levels will be designed and controlled in a way to ensure there is no adverse ecological or amenity impacts.
225. The site access would be widened as part of the development and would not result in significant adverse effects on highway safety and capacity of the local road network or the A34. (Policy 12 (Managing Traffic)).
226. Taking all matters into account, on balance, the proposal is considered to be in accordance with the relevant national and local planning policy and is considered to be sustainable in accordance with Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#). It is therefore recommended that permission be granted.
227. It is considered that planning permission ought to be granted subject to the conditions listed in **Appendix A** and the completion of a legal agreement under which the applicant would relinquish this the February 2022 planning permission for a road planing storage and recycling operation on the wider moto-cross site.

228. On balance, the proposal is considered to be in accordance with the relevant national and local planning policy and is considered to be sustainable in accordance with Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#) and paragraph 11 of the [NPPF \(2023\)](#). It is therefore recommended that permission be granted.
229. It is therefore recommended that planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure the relinquishment of the granted but not implemented planning permission - [20/01188/HCS](#) - related to storage and processing of road planings elsewhere on the wider moto-cross site.

Recommendation

230. That planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure the relinquishment of the granted but not implemented planning permission - [20/01188/HCS](#) - related to storage and processing of road planings elsewhere on the wider moto-cross site.

Appendices

- Appendix A – Conditions
- Appendix B – Committee Plan
- Appendix C – Site Layout Plan (TMP-PRO-01)
- Appendix D – Landscape proposals (2393-TFC-00-00-DR-L-1001)

Other documents relating to this application:

<https://planning.hants.gov.uk/Planning/Display/HCC/2023/0521>

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	No
People in Hampshire live safe, healthy and independent lives:	No
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	No

OR

This proposal does not link to the Strategic Plan 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 or local 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.)

Document

Location

23/02126/HCS
WR237

Hampshire County Council

Change of use from motocross, to a Construction, Demolition, Excavation Waste Management Facility, involving importation, treatment and storage of waste and aggregates, with offices, structures and vehicle parking (retrospective). Importation and storage of road planings for crushing and screening to create recycled aggregate, including associated buildings, structures and vehicle parking. Provision of silo for concrete batching operation with storage, office and parking. With internal separation bunds and landscaping at Down Farm, Storage Land At Three Maids Moto Cross, Down Farm Lane, Headbourne Worthy Hampshire SO22 6RG

EQUALITIES IMPACT ASSESSMENTS:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Officers considered the information provided by the applicant, together with the response from consultees and other parties, and determined that the proposal would have no material impact on individuals or identifiable groups with protected characteristics. Accordingly, no changes to the proposal were required to make it acceptable in this regard.

CONDITIONS

Reason for Approval

It is considered that the proposal would be in accordance with the relevant policies of the development plan and would not materially harm the character of the area (Policies 3 (Protection of habitats and species), part b of Policy 5 (Protection of the countryside), 11 – Flood risk and prevention), 13 (High-quality design of minerals and waste development)) or the amenity of local residents ((Policy 10 – Protecting public health, safety and amenity) and would be acceptable in terms of highway safety and convenience (Policy 12 (Managing Traffic)).

The principle of the development is also supported by Policies 17 (Aggregate supply – capacity and source), 18 (Recycled and secondary aggregates development), 25 (Sustainable waste management), 27 (Capacity for waste management development) and 30 (Construction, demolition and excavation waste) in that the movement of waste materials up the waste hierarchy is encouraged to divert them from landfill, and recycling of construction, demolition and excavation (CDE) waste to produce beneficial aggregate products can provide an alternative to marine-won or land won sand and gravel for certain purposes. The development also meets the requirements of Part 3 of Policy 29 (Locations and sites for waste management) as it has good transport connections to sources and markets for the type of waste being managed. It also is determined that the location has a special need and the suitability of the site can be justified.

Taking all matters into account, on balance, the proposal is considered to be in accordance with the relevant national and local planning policy and is considered to be sustainable waste development in accordance with Policy 1 (Sustainable minerals and waste development) of the Hampshire Minerals and Waste Plan.

Conditions

Commencement

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

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

Working Programme

2. No plant or machinery shall be operated except between the following hours:

- Plot A: 0700-1800 Monday to Friday and 0700-1200 Saturday;
- Plot B: 0700-1600 Monday to Friday and 0700-1200 Saturday; and
- Plot C: 0730-1700 Monday to Friday and 0800-1300 Saturday.

There shall be no working on Sundays or recognised Public Holidays on any of the Plots.

Reason: In the interests of local amenity in accordance with Policies 10 (Protecting public health, safety and amenity) and 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

3. No heavy goods vehicles (HGVs) shall enter or leave the site serving Plots A and B outside of the operating hours allowed under Condition 2.

HGVs shall be allowed to enter or leave the site serving Plot C during the following hours: 0700 - 1900 Monday to Sunday, and on 10 separate occasions each calendar year 19.00 - 07.00.

For the purposes of this Decision, HGVs are vehicles over 3.5 tonnes unladen weight.

Records of each occasion of night working shall be kept on site and made available to the Waste Planning Authority on request.

Reason: In the interests of local amenity in accordance with Policies 10 (Protecting public health, safety and amenity) and 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

Tonnage

4. The throughput of waste and materials shall not exceed:

- Plot A: 75,000 tonnes per annum; and
- Plot C: 75,000 tonnes per annum.

A record of the tonnage of material handled shall be kept at the site and be made available to the Minerals and Waste Planning Authority on request.

Reason: In order to control the scale of the development and to ensure that the development is in accordance with Policy 10 (Protecting public health, safety, and amenity) of the Hampshire Minerals & Waste Plan (2013).

Highways

5. Heavy goods vehicle (HGVs) movements to and from the site shall be restricted to the following daily limits:
 - Plot A: A maximum of 42 two-way HGV movements per day;
 - Plot B: A maximum of 72 two-way HGV movements per day; and
 - Plot C: A maximum of 30 two-way HGV movements per day of which no more than 8 of which associated with any of the occasions of night working allowed under Condition 3.

A daily record of HGVs entering and leaving the site shall be kept at the site and made available to the Minerals and Waste Planning Authority on request.

Reason: To limit the volumes of traffic in the interests of the amenity of residents on and near the approaches to the site in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

6. Within one month of the date of this Decision, plans and particulars showing the detailed proposals for the site access works (including junction radii and visibility splays) shall be submitted to and approved by the Minerals and Waste Planning Authority in writing. The works must be implemented to completion certificate standard prior to Plot C becoming operational, or within three months of the date of this Decision, whichever is sooner.

Reason: In the interests of highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

7. Visibility splays measuring 2.4m x 160m at the junction of the site access with the public highway shall be kept free of obstacles at all times.

Reason: In the interests of highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

8. Within one month of the date of this Decision, full details of signage warning of the site access and lorries turning have been approved in writing by the Mineral and Waste Planning Authority. The warning signage shall

be erected prior to Plot C becoming operational, or within 3 months of the date of this Decision, whichever is sooner.

Reason: In the interests of highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

9. All HGVs associated with the site shall turn right in and left out of the site towards the Christmas Hill roundabout and A34. No HGV traffic associated with the site shall use Down Farm Lane access at any time.

Reason: In the interests of highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

10. No vehicle shall leave the site unless it has been cleaned sufficiently to prevent mud and spoil being carried on to the public highway. In the event that mud and spoil from vehicles leaving the site are deposited on the public highway, measures shall be taken to clean the highway. In any event, at the end of each working day the highway shall be cleaned to the satisfaction of the Minerals and Waste Planning Authority.

Reason: In the interests of highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

11. Within three months of the date of this Decision, an Operational Traffic Management Plan for Heavy Goods Vehicles (HGVs) using Plots A, B, or C shall be submitted to, and approved in writing by, the Minerals and Waste Planning Authority. The Traffic Management Plan shall detail the routes by which HGVs visiting the site will access the A34, the M3 and the strategic road network; restrictions on use of the local road network through surrounding villages except in cases of local delivery; commitment to follow all designated highway diversions; and any further road warning signs deemed necessary to warn users of Christmas Hill approaching the site access.

Reason: To limit the volumes of traffic in the interests of the amenity of residents on and near the approaches to the site in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

12. All Heavy Goods Vehicles entering or leaving the site shall be sheeted.

Reason: In the interests of highway safety and in the interests of the amenity of residents on and near the approaches to the site in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals & Waste Plan (2013).

Restriction of Permitted Development Rights

13. Notwithstanding the provisions of Parts 4, 7 and 16 Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that order):

(a) fixed plant or machinery, buildings, structures and erections or private ways shall not be erected, extended, installed or replaced at the site without the prior agreement of the Minerals and Waste Planning Authority in writing;

(b) no telecommunications antenna shall be installed or erected without the prior agreement of the Minerals and Waste Planning Authority in writing.

Reason: to protect the amenities of the area in accordance with Policies 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals & Waste Plan (2013).

Storage

14. Stockpiles of material shall be no higher than 4 metres.

Reason: To protect the amenities of the area in accordance with Policy 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals & Waste Plan (2013).

Noise

15. All reversing alarms fitted shall be low tonal white noise type alarms.

Reason: In the interests of local amenity in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

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

Reason: To minimise noise disturbance from operations at the site in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals & Waste Plan (2013).

17. Fixed and mobile plant used on Plots A, B, or C shall not exceed the Sound Power Levels identified in Section 6.1 of the Noise Impact Assessment dated January 2023 for the duration of the development. Allowed Plant and Sound Power Levels for Plot A are those proposed for 'Pringle Reclaim', for

Plot B are those proposed for 'Hilcon', and for Plot C are those proposed for 'RPS'.

It shall be demonstrated by the operator that mobile and fixed plant achieves these Sound Power Levels within two weeks of a request from the Minerals and Waste Planning Authority if, following their own investigation, they have reason to believe the Sound Power Levels are being breached.

Reason: To minimise noise disturbance from operations at the site in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals & Waste Plan (2013).

Water Environment

18. 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 ensure adequate drainage of the site in accordance with Policy 11 (Flood risk and prevention) of the Hampshire Minerals & Waste Plan (2013).

19. The drainage system shall be constructed in accordance with the Detailed Drainage Strategy Rev 1, dated November 2023 and Figure 8.1 'Catchment area post development' and Figure 8.4 Proposed Drainage Strategy. The drainage shall be maintained in accordance with Section 8.7 of the approved drainage strategy.

The approved drainage and maintenance shall be implemented for the duration of the development.

Reason: To ensure adequate drainage of the site in accordance with Policy 11 (Flood risk and prevention) of the Hampshire Minerals & Waste Plan (2013).

Environmental Management Scheme

20. Within 3 months of the date of this Decision, an Environmental Management Scheme for the control of noise and dust at the site shall be submitted to the Mineral and Waste Planning Authority for approval in writing. The scheme shall include how complaints will be addressed.

The Scheme shall be implemented as approved for the duration of the development hereby approved.

Reason: In the interests of local amenity in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

Ecology

21. The development shall proceed in accordance with the measures set out in:

- a. Section 5.0 Assessment of Ecological Effects and Mitigation/Compensation/ Enhancement Measures in the 'Former PCE Motopark, Headbourne Worthy, Winchester Ecological Impact Assessment' (ECOSA dated June 2023) and 'Biodiversity Net Gain (BNG) Assessment' (ECOSA) dated February 2024);
- b. the 'Landscape Management Plan' (5 years) dated October 2023;
- c. 'Landscape Proposals' drawing 2393-TFC-00-00-DR-L-1001 rev P02, dated 24 October 2023.

Photographs and a report of the implemented measures shall be submitted by an ecologist for approval to the Minerals and Waste Planning Authority within one year of the date of this Decision.

Reason: To provide mitigation and compensation measures and to protect wildlife, in accordance with Policy 3 (Protection of habitats and species of the Hampshire Minerals & Waste Plan (2013)).

22. Within three months of the date of this Decision, a detailed Landscape Ecological Management Plan (LEMP) shall be submitted for written approval to the Minerals and Waste Planning Authority, setting out how the biodiversity mitigation and habitat creation and enhancements proposed will be implemented and managed for the lifetime of the development. The LEMP shall incorporate:

- a. Recommendations included in Section 5.0 Assessment of Ecological Effects and Mitigation/Compensation/ Enhancement Measures proposed in the 'Former PCE Motopark, Headbourne Worthy, Winchester Ecological Impact Assessment' (ECOSA dated June 2023) and 'Biodiversity Net Gain (BNG) Assessment' (ECOSA) dated February 2024);
- b. 'Landscape Management Plan' (5 years) dated October 2023;
- c. 'Landscape Proposals' drawing 2393-TFC-00-00-DR-L-1001 rev P02, dated 24 October 2023;
- d. Alternative location of the log pile that was previously required as mitigation for creation of the motocross track (Planning Permission [20/01188/HCS](#)) and would otherwise be located where Plots A and B are proposed.

The plan shall be implemented for the duration of the development hereby approved.

Reason: To provide mitigation and compensation measures and to protect wildlife, in accordance with Policy 3 (Protection of habitats and species of the Hampshire Minerals & Waste Plan (2013)).

Landscape

23. The approved 'Landscape Proposals' drawing 2393-TFC-00-00-DR-L-1001 rev P02, dated 24 October 2023 shall be carried out in the first planting and seeding seasons following the date of this Decision.

The planting shall be maintained for five years according to the 'Landscape Management Plan' (5 years) dated October 2023 and thereafter according to the Landscape and Ecological Management Plan approved under Condition 20 thereafter.

Any plants or trees which, within a period of five years from the date of planting, die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species, unless the Minerals and Waste Planning Authority gives written consent to any variation.

Reason: To improve the appearance of the site in the interests of visual amenity and to provide biodiversity mitigation and compensation measures in accordance with Policies 3 (Protection of habitats and species), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals & Waste Plan (2013).

Lighting

24. Within 2 months of the date of this permission, a detailed Lighting Plan for the site shall be submitted to, and approved in writing by, the Minerals and Waste Planning Authority. The lighting design shall incorporate all of the requirements in Section 3 Lighting Requirements of the 'Land at the Motocross Site, Christmas Hill, Winchester Lighting Assessment' (Integrated Skills, July 2023) and Section 5.52 of the 'Former PCE Motopark, Headbourne Worthy, Winchester Ecological Impact Assessment' (ECOSA, June 2023).

In addition, lighting shall result in zero upward light spill and light spill of less than 1 lux onto retained and created boundary habitats and features. LED lamps shall be used with a colour temperature of below 3500K.

The approved scheme shall be implemented as approved for the duration of the development hereby permitted.

Reason: In the interest of visual amenity and to protect wildlife, in accordance with Policies 3 (Protection of habitats and species), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals & Waste Plan (2013).

Archaeology

25. No development of Plot C shall take place until the applicant has secured the implementation of a Programme of Archaeological Mitigation in accordance with a written specification that has been submitted to and approved by the Minerals and Waste Planning Authority. The programme shall be implemented as approved unless it is demonstrated to the satisfaction of, and approved in writing by, the Minerals and Waste Planning Authority that the archaeological potential of the site is void.

Reason: In the interests of archaeology in accordance with Policy 7 (Conserving the historic environment and heritage assets) of the Hampshire Minerals & Waste Plan (2013).

Contaminated Land

26. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until

a Remediation Strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the Minerals and Waste Planning authority.

The Remediation Strategy shall be implemented as approved.

Reason: To ensure that the development does not contribute to, is not put at unacceptable risk from, or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

Plans

27. The development hereby permitted shall be carried out in accordance with the following approved plans: **TMP-LOC-01, Location Plan of Whole Farm, TMP-APP-01RevA, TMP-PLOT-01RevA, TMP-OFF-01, TMP-OFF-B&C-01, TMP-ELE WT-01, TMP-PRO-01RevA, TMP-ELE-PLOTB-01, 2393-TFC-00-00-DR-L-1001 RevP02)**

Reason: For the avoidance of doubt and in the interests of proper planning.

Notes to Applicant

1. In determining this planning application, the Minerals and Waste Planning Authority has worked with the applicant in a positive and proactive manner in accordance with the requirement in the National Planning Policy Framework (2023), as set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.
2. This decision does not purport or convey any approval or consent which may be required under the Building Regulations or any other Acts, including Byelaws, orders or Regulations made under such acts.
3. For the purposes of this Decision, a Heavy Goods Vehicle (HGV) is defined for the purposes of this permission as a commercial vehicle over 3.5 tonnes unladen weight.
4. This site will require an Environmental Permit for the treatment and processing of waste. The applicant should contact the Environment Agency directly to discuss any permitting requirements on enquiries@environment-agency.gov.uk
5. There is a Legal Agreement associated with this planning permission to secure the relinquishment of the granted but not implemented planning

permission - [20/01188/HCS](#) - related to storage and processing of road planings elsewhere on the wider moto-cross site.

6. A Liaison Panel should be set up between the site operator, Minerals and Waste Planning Authority, interested parties and community representatives at a suitable frequency to facilitate effective engagement with stakeholders in the interests of promoting communication between the site operator and local community. The County Council's guidance on the establishment of panels is available to the applicant.
7. Biodiversity Net Gain – The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:
 - (a) a Biodiversity Gain Plan has been submitted to the 'planning authority', and
 - (b) the 'planning authority' has approved the plan.

The 'planning authority', for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be Hampshire County Council as the Minerals and Waste Planning Authority.

There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These exemptions can be found on the Government guidance webpage 'Biodiversity net gain: exempt developments' at <https://www.gov.uk/guidance/biodiversity-net-gain-exempt-developments>.

Based on the information available, this permission is considered to be one which will NOT require the approval of a biodiversity gain plan before development is begun due to exemptions listed below.

Statutory exemptions and transitional arrangements in respect of the biodiversity gain condition.

1. The application for planning permission was made before 12 February 2024.

Irreplaceable habitat

If the onsite habitat includes irreplaceable habitat (within the meaning of the Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024) there are additional requirements for the content and approval of Biodiversity Gain Plans.

The Biodiversity Gain Plan must include, in addition to information about steps taken or to be taken to minimise any adverse effect of the development on the habitat, information on arrangements for compensation for any impact the development has on the biodiversity of the irreplaceable habitat.

The planning authority can only approve a Biodiversity Gain Plan if satisfied that the adverse effect of the development on the biodiversity of the irreplaceable habitat is minimised and appropriate arrangements have been made for the purpose of compensating for any impact which do not include the use of biodiversity credits.

The effect of section 73D of the Town and Country Planning Act 1990

If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission (“the earlier Biodiversity Gain Plan”) there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.

Those circumstances are that the conditions subject to which the section 73 permission is granted:

- a) do not affect the post-development value of the onsite habitat as specified in the earlier Biodiversity Gain Plan, and
- b) in the case of planning permission for a development where all or any part of the onsite habitat is irreplaceable habitat the conditions do not change the effect of the development on the biodiversity of that onsite habitat (including any arrangements made to compensate for any such effect) as specified in the earlier Biodiversity Gain Plan.