

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Regulatory Committee
Date:	23 February 2022
Title:	Development of an Energy Recovery Facility and Associated Infrastructure at Alton Materials Recovery Facility, A31, Alton GU34 4JD (No. 33619/007) (Site Ref: EH141)
Report From:	Assistant Director of Waste, Planning and Environment

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Recommendation

1. That, subject to confirmation that the Secretary of State does not intend to call-in the application for determination, planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure Heavy Goods Vehicle routing, the installation of Automatic Number Plate Recognition (ANPR) camera at the A31 Hen and Chicken Inn junction, ongoing monitoring of the Travel Plan, provision of connections to enable the export of heat from the facility, a Landscape Management Plan and a number of ecological improvements and enhancements including additional offsite mitigation measures and a Preliminary Ecological Appraisal with respect to the construction compound.

Executive Summary

2. The planning application is for the development of an Energy Recovery Facility (ERF) and associated infrastructure at the existing Alton Materials Recovery Facility (MRF) and Waste Transfer Station (WTS), A31, Alton GU34 4JD. The existing MRF and WTS would be demolished to accommodate the proposed ERF once suitable replacement MRF and WTS capacity has been secured elsewhere.
3. The focus of the ERF would be for the management of residual commercial and industrial wastes. The site would be operated as a merchant facility. The site does not form part of the Hampshire Waste Disposal Services Contract with Veolia and would operate outside of this contract.
4. The facility would have the capability to accept 330,00 tonnes of waste per annum (tpa) and will be able to generate 30 Mega Watts (MW) of energy. The plant will also supply heat once constructed and the required heat connections are installed.

5. This application is being considered by the Regulatory Committee as it is a major waste development and due to the significant public interest in the site. Councillor Kemp-Gee, as local member, also requested that the proposal is considered by the Regulatory Committee.
6. The proposed development is an Environmental Impact Assessment development under the [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#). An Environmental Statement (ES) has been submitted.
7. This committee report is structured as follows:
 - [The Site](#) – this section provides information on the context of the existing site;
 - [Planning History](#) – this section provides information on the planning history of the existing site;
 - [The Proposal](#) – this section sets out the details of the proposal;
 - [Environmental Impact Assessment](#) – this section provides more information on the EIA process including a summary of the Regulation 25 stages undertaken;
 - [Development Plan and Guidance](#) – this section sets out the national and local plans and guidance which are of relevance to the consideration of the proposal;
 - [Consultations](#) – this section summarises the consultation responses received during the processing of the planning application;
 - [Representations](#) – this section summarises all representations received during the processing of the planning application;
 - [Habitats Regulation Assessment \(HRA\)](#) – this section sets out the HRA process;
 - [Climate Change](#) – this section summarises the consideration of the planning application in relation to climate change. This is built on in the [Climate change and the assessment of Greenhouse Gas Emission](#) commentary section;
 - [Commentary](#) – this provides more information on the key issues associated with the proposal (as set out below);
 - [Conclusions](#) – this summarises and concludes the consideration of the proposal;
 - [Recommendation](#) – this sets out the recommendation to the Regulatory Committee; and
 - Proposed planning conditions (See **Appendix A**).
8. Key issues associated with the proposal are set out in detail in the [Commentary](#) section of the report and include:
 - **Principle of the development and the need for the facility** (see [Principle of the development](#));
 - **Application of the waste hierarchy** (see [Application of the waste hierarchy](#));

- **Assessment against national and local planning policy including compliance with the waste hierarchy and proximity to markets** (see [Meeting the need to manage commercial and industrial wastes and the need for waste management capacity](#));
 - **Loss of existing recycling facilities/capacity within Hampshire** (see [Replacement of the existing waste management uses](#));
 - **Proposed location including alternatives** (see [Suitability of site location and alternatives](#));
 - **Impact on climate change and net zero 2050** (see [Climate change and the assessment of Greenhouse Gas Emission](#));
 - **Energy generation** (see [Energy generation](#));
 - **Heat generation** (see [Heat generation](#));
 - **Impact on the South Downs National Park's designated status** (see [Potential impact on areas designated for landscape](#));
 - **Visual impact and effect on landscape** (see [Impact on the countryside and landscape](#));
 - **Impacts on Rights of Way** (see [Impacts on nearby Public Rights of Way](#));
 - **Design, appearance and sustainability** (see [Design and sustainability](#));
 - **Impact on local heritage assets** (see [Cultural and Archaeological Heritage](#));
 - **Impact on local ecology and biodiversity** (see [Ecology](#));
 - **Impact on public health, safety and amenity including air quality, noise, dust, lighting, pollution and water resources and cumulative impacts** (see [Impact on health, safety and amenity and Impact on coastal, surface or groundwaters and flooding](#));
 - **Impact on road safety and highway capacity** (see [Highway impact](#));
 - **Location of the construction compound** (see [Construction compound](#)); and
 - **Socio and economic impacts** (see [Socio-economic impacts](#)).
9. The commentary also includes consideration of other issues such as [future proofing](#), [restoration](#) of the site, [community benefits](#), [fire](#), the proposed content of the [legal agreement](#), [operator performance](#), [potential conflict of interest](#) as well as [other issues](#) through the processing of the planning application.
10. The Waste Planning Authority appointed independent consultants to assess key aspects of the planning application and provide advice as part of the determination process. Atkins were appointed to assess and advise on issues relating to climate change, air quality issues, and to produce a draft Habitats Regulation Assessment and Appropriate Assessment. Indigo Landscape

Architects were commissioned to assess the landscape and visual impacts of the proposal. The outcomes of these assessments are documented in this report.

11. An initial Regulatory Committee site visit took place on 5 July 2021. A briefing note was prepared for this site visit and accompanying plans provided on viewpoints for members to visit independent of the accompanied site visit due to Covid-19 restrictions. A subsequent Regulatory Committee site visit took place on 7 February 2022 where members were given a tour of some of the main viewpoints outlined in **Appendix H** of this report.
12. The proposal for the location of an ERF at the Alton MRF / WTS site is without doubt a complex planning application, and one which has attracted considerable public interest. The weight of public opinion in itself is not material to decision making. However, the material planning issues raised by representations received is carefully considered as part of the decision-making process. The Government, and indeed the Waste Planning Authority, acknowledge that the debate around energy recovery from waste can often be emotive and highly polarised.
13. A balance needs to be struck on all of the relevant issues to reach a conclusion on whether to grant or refuse planning permission. In formulating the recommendation for the proposal, all evidence and the potential impacts of the development have been carefully examined. This has involved analysing the planning application and supporting documents, including the additional information supplied under the various stages of Regulation 25 and further points of clarification, along with the representations and comments from statutory consultees and members of the public where they relate to material planning considerations.
14. The Waste Planning Authority recognises that, due to the complex nature of the proposal, that not all impacts, such as visual impacts of the development, can be fully mitigated. The commercial and economic need for the development has been adequately justified and the proposal would create additional non-hazardous waste management capacity for residual commercial and industrial wastes. The proposal will allow residual waste, which cannot be reused or recycled to be managed at the most appropriate level of the waste hierarchy, diverting it from landfill, and providing an alternative long-term capacity in advance of and for when Hampshire's remaining landfills close (Policies 25: Sustainable waste management and 27: Capacity for waste management). The ERF would not be constructed until appropriate MRF capacity has been secured elsewhere. The proposal will also help to reduce the export of residual wastes outside of the county or to Europe particularly considering the UK's exit from the European Union, reducing the reliance on the export of waste. The development will recover energy through the generation of electricity and heat, helping to contribute to the Government's policy requirement to achieve energy security (Policy 28: Energy recovery development). The proposed Site is located along the Strategic Road Network (as illustrated on the Key Diagram in the [Hampshire](#)

[Minerals and Waste Plan \(2013\)](#) (HMWP) (2013)) and is acceptable in terms of highway safety and capacity (Policy 12: Managing traffic). The development will not have an unacceptable impact on air quality, noise or health and is acceptable in terms of emissions (Policy 10: Protecting public health, safety and amenity) and impacts on ecology (Policy 3: Habitats and species). On balance, the fact that the development is in accordance with these policies is considered to outweigh the significant visual impacts that will be experienced in certain locations close to the site. This judgement has been made based on an assessment of the application, as well as the proposed conditions (as set out in **Appendix A**), and the proposed section 106 agreement which together help to effectively control and mitigate the impacts of the development where possible. Taking all these matters into account, the proposal is on the whole considered to be a sustainable waste management development in accordance with paragraph 11 of the [National Planning Policy Framework \(2021\)](#) (NPPF), associated waste policy and national policy and Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#).

15. The Department for Levelling Up, Housing and Communities (DLUHC) Planning Casework Unit received a third-party request for the Secretary of State to 'call-in' the planning application for determination. Should the Regulatory Committee be minded to resolve to grant permission for the proposal, the Planning Casework Unit will be notified of the decision and planning permission will not be granted until such time as it has been confirmed whether or not the Secretary of State wishes to call in the application for determination. The recommendation reflects this call-in request.
16. That, subject to confirmation that the Secretary of State does not intend to call-in the application for determination, that planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure Heavy Goods Vehicle routing, the installation of Automatic Number Plate Recognition (ANPR) camera at the A31 Hen and Chicken Inn junction, ongoing monitoring of the Travel Plan, provision of connections to enable the export of heat from the facility, a Landscape Management Plan and a number of ecological improvements and enhancements including additional offsite mitigation measures and a Preliminary Ecological Appraisal with respect to the construction compound.

The Site

17. The site currently accommodates a Materials Recovery Facility (MRF) and a Waste Transfer Station (WTS) which has been operational since 2005 through planning permission [F33619/004](#). Prior to the development of the MRF and WTS, the site was occupied by Gibbs-Palmer as a depot for packing, storage and distribution purposes for the garden centre industry. Prior to Gibbs-Palmer using the site, it is understood that the site was used as

a Ministry of Works Army Cold Store in the 1930's and for several decades during the last century.

18. The MRF facility sorts 'dry' recyclable materials (such as paper, card, plastic bottles and cans) that are currently collected co-mingled from Hampshire's local authority kerbside recycling collections.
19. The existing site forms part of a network of waste facilities operated by Hampshire Waste Disposal Services Contract as part of the Hampshire Waste Management Contract. The existing MRF and WTS site has planning permission ([F33619/004](#)) to accept 125,000 tonnes of non-hazardous waste per annum. Alton MRF handles household recyclable waste with waste materials being delivered and exported by road from the site. The permission also includes 'ancillary depot uses'.
20. The existing MRF and WTS site occupies an area of 2.9 hectares within an area of land which is commercialised and industrialised. The site is a brownfield site.
21. The Site is in a largely rural part of East Hampshire and sits amongst a swathe of undulating countryside. The topography of the land immediately north of the Site is relatively flat, before transitioning into a rolling landscape, whereas to the south the land undulates toward the South Downs National Park. Electricity pylons are prominent in the surrounding landscape. The landscape of the surrounding area is defined by the valley of the River Wey and the surrounding undulating downland topography. This has resulted in a landform of ridges incised with steep-sided tributary valleys. The elevation of the Site is gently sloping, with a high point of approximately 100.9 above Ordnance Datum (AOD) at the entrance points on the northern boundary of the Site and a low point of 97 ADO along the south-east boundary. Agricultural fields lie to the north of the A31, to the east of the sites and to the south of the railway.
22. Land cover is a mixture of fields enclosed by hedges and tree belts, and small woodlands. The existing Site is largely defined by hedgerows and trees. There is an open area of amenity grassland within the Site, to the east of the main MRF building. This includes two small reedbed areas for waste management. Further hedges and tree belts often run alongside roads and public rights of way.
23. The site is located approximately 600 metres (m) east of the village of Holybourne and 2 kilometres (km) north-east of the town of Alton. The village of Upper Froyle is located approximately 1km to the north-east and includes a new housing development at Froyle Park. Outside of Holybourne and Alton, the surrounding land is predominantly agricultural, with the occasional farmhouse/ rural dwelling. Bonham's Farm is approximately 440m to the north-west from the application site's boundary (red line) and on the opposite side of the A31, Hawbridge Farm and Hawbridge Cottages are situated

approximately 440m due south of the site with West End Lodge situated approximately 480m north-east of the site (**see Appendix B**).

24. The existing main building currently occupying the site is approximately 160m long and 45m wide and is approximately 15m in height. A separate amenity building is located to the north of the main MRF and WTS building, along with car parking for approximately 60 vehicles (**see Appendix C**). The main building is surrounded by a concrete hardstanding and there is a weighbridge and associated office at the entrance.
25. Vehicular access and egress are achieved from the nearby westbound A31 dual carriageway via an existing slip road. The A31 is a strategic road as illustrated on the Key Diagram of the [HMWP \(2013\)](#). There are two site access and egress points from this slip road, both operating a left-in / left-out arrangement. One access leads to the car park and is used by light vehicles (employees and visitors), further along the slip road to the west is a separate access for Heavy Goods Vehicles (HGVs). The applicant has indicated that on average, 128 two-way movements take place each day associated with the existing facility. There are no conditions relating to HGV vehicles numbers of the existing planning permissions for the MRF / WTS. There is a section 106 agreement attached to planning permission [F33619/004](#) in relation to highway contributions. This also prevents HGVs making U-turning movements on the A31 at Froyle (Hen and Chicken Inn junction) to access the site.
26. The boundary of the Site is formed by hedgerows and trees. There is an open area of amenity grassland within the Site to the east of the main building. This area also includes two small reedbeds used for the treatment of water arising from the MRF and WTS.
27. The Site is located approximately 1.2km north-west from the northern boundary of South Downs National Park (SDNP) and 8.5 km west from the western boundary of the Surrey Hills Area of Outstanding Natural Beauty (AONB). There are no statutory environmental nature designations within the application Site or immediately adjacent to the Site that are relevant to the development. There are four Special Areas of Conservation (SAC) and two Special Protection Areas (SPA) but are no Ramsar Sites within the 10km search radius of the Site. There are no Sites of Special Scientific Interest (SSSI) or Local Nature Reserves (LNR) within 2km of the proposed facility although the Site lies within the Impact Risk Zone for two SSSI at Upper Greensand Hangers: Wyck to Wheatley and Bentley Station Meadow. Upper Greensand Hangers forms part of East Hampshire Hangers SAC. A number of Sites of Importance for Nature Conservation (SINC) are located within 2km of the Site. The location of these designations is set out in **Appendix G**.
28. There are several designated heritage assets situated within a 1km radius of the application Site (**see Appendix G**). The nearest being the Grade II Listed 'Bonham's Milestone' situated approximately 380m due west of the Site on the northern side of the A31 and the Grade II* Listed 'Bonham's Farmhouse'

situated approximately 600m north-west of the Site. A cluster of Grade II Listed buildings, structure and features are situated between 680m and 1km due east of the Site, at and near to Fulling Mill (south of the A31). Other Grade II Listed Buildings situated at Turnpike Cottages are situated approximately 895m to 925m due north-east (north of the A31). The 'Cuckoo's Corner Roman site, Neatham' and 'Cuckoo's Corner Roman settlement, Neatham', both Scheduled Monuments, are situated approximately 750m due west/south-west of the Site.

29. The Site is situated within Flood Zone 1, the lowest risk zone, as designated by the Environment Agency. Whilst the Site is not situated within any groundwater 'source protection zones', the Site overlies a principal aquifer.
30. Surface water from the existing Site is managed via a series of drains and pipes which flow to a number of soakaway channels around the Site. This system is regulated under the site's existing Environmental Permit.
31. The Wey Valley is a corridor for a series of linear infrastructure, including the A31, a railway and pipelines. The Alton Branch railway line lies along the southern boundary of the Site. To its west, is the Holybourne Oil Terminal pumping station and beyond that an oil storage and rail terminal. Oil and gas pipelines run through these terminals and beneath the eastern edge of the existing MRF and WTS Site. The proposed Esso Southampton to London Pipeline route lies adjacent to the Site.
32. There are no public rights of way (PRoW) on the Site. Froyle Footpath 15, which makes up part of the 'Saint Swithuns Way' long distance path, is located approximately 800m to the north-west of the development Site. Binsted Footpath 57 is located to the south-east, running between Binstead Road and Mill Court Lane which links to the 'Writers Way' (**see Appendix G**).
33. There are currently 65 staff employed at the existing MRF and WTS operations.
34. There are no existing planning conditions for the MRF or WTS relating to operating hours, although the Waste Disposal Authority has confirmed that Veolia work to the hours required to deliver waste collection/transfer contractual obligations.

Planning History

35. The planning history of the Site is as follows:

Table 1: Planning History

Application No	Location	Proposal	Decision	Date Issued
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33619/005	Alton MRF, A31, Alton, GU34 4JD	Operation of food waste compactor unit, including construction of a food waste compactor pit and access ramps	Granted	17/01/12
F33619/004	Former Gibbs-Palmer Premises, A31, Alton, GU34 4JD	Redevelopment of site to form materials recycling facility, waste transfer station and ancillary depot uses	Granted	02/04/03

36. The existing waste site is safeguarded through Policy 26 (Safeguarding – waste infrastructure) of the [Hampshire Minerals and Waste Plan \(2013\)](#) (HMWP) as a municipal solid waste MRF and WTS. The MRF and WTS Site is operated by the applicant as part of the Project Integra waste partnership. Project Integra is the waste management partnership which was formed between Hampshire County Council, the two unitary authorities of Southampton and Portsmouth, the 11 District Councils within Hampshire, and Hampshire Waste Services (now known as Veolia - Disposal Services Contract). This partnership was created in 1995. More information on the partnership is set out in **section 1.2 of the ES Vol 1**.
37. As already indicated, prior to the site's use as a MRF and WTS, the site was occupied for non-waste management uses. These non-waste applications on the site were granted by East Hampshire District Council. Due to the passage of time since these were granted, and the fact that the site has been redeveloped as a MRF and WTS, these are not included in the above table.

The Proposal

38. The proposed development involves the redevelopment of the existing Material Recycling Facility (MRF) and Waste Transfer Station (WTS) site on land off the A31 near Holybourne, Alton as an Energy Recovery Facility (ERF). The existing MRF and WTS would be demolished to accommodate the proposed ERF, once suitable replacement capacity for the MRF and WTS facility had been secured elsewhere.
39. The proposal comprises a power station for the recovery of energy generated from the combustion of residual waste. The ERF would be capable of storing, sorting and treating (through combustion) 330,000 tonnes of imported residual waste per annum (pa).

40. Residual waste is waste which remains after re-use and recycling / composting operations have taken place which requires some form of further management or disposal. [Defra's Energy from Waste Guide \(2014\)](#) defines residual waste as "mixed waste that cannot be usefully reused or recycled". An alternative way of describing residual waste is 'mixed waste which at that point in time would otherwise go to landfill'. Environmental Permitting controls the type of waste that a waste facility can accept, thereby ensuring that only residual waste will be managed at the proposed facility and to ensure recycling is not disincentivised.
41. The waste is proposed to primarily be from residual commercial and industrial (C&I) sources within Hampshire and surrounding areas. The Waste Planning Authority has no control over the location or source of this waste. C&I waste is defined as waste generated by businesses, production units and offices. All waste received at the Site would be classed as 'residual' having been subject to pre-treatment, either through source segregation or direct pre-processing. The pre-treatment process is where some items that can be recycled are removed, and/or where the remaining material is prepared for use in energy recovery by being converted into refuse derived fuel (RDF) or solid recovered fuel (SRF). Residual waste may contain materials that could theoretically be recycled, if these materials are too contaminated for recycling to be economically or practically feasible. It may also be that there is currently no market for the material, or it is uneconomic to take to market.
42. It is acknowledged that some of the input waste may also be municipal solid waste (MSW), where the suppliers have contracts including household derived MSW. MSW is defined as both household waste (collected by local authorities) and that from other sources which is similar in nature and composition, which will include a significant proportion of waste generated by businesses and not collected by Local Authorities. The supply of waste to the facility would be governed by contracts secured once the site is operational. The facility is also flexible so it can process fractions of the construction, demolition and excavation (CDE) waste stream as required.
43. Whilst the proposal does not form part of the facilities contracted under the Hampshire Waste Disposal Services Contract, the proposed facility could provide flexibility to accept Hampshire's household residual waste in scenarios where the existing contracted residual waste treatment plants are closed for maintenance or during unplanned shutdowns. However, there is no substantial need for this to meet Hampshire needs and no weight can be attached to this as a reason for the facility.
44. The ERF would comprise a main building which would sit under a curved roof. The building would be 165m in length and the width of the building would vary from 40m to 80m. The relevant dimensions are shown on drawing **18039-FRA-XX-00-DR-A-90-0003 - Proposed Ground Floor Site Plan**. The highest section of the building would house the boiler hall and the flue gas treatment facility. At its highest point (boiler hall and flue gas treatment facility) it would

stand at just under 40m in height above ground level. The roof of the tipping hall, the lowest point, would stand between 15m to 20m in height. The building is divided into the various process areas with the height of the structure varying depending on the process that it would contain.

45. The main building would contain:

- a residual waste reception hall and bunker;
- thermal treatment process equipment and boiler;
- a turbine hall;
- ash handling;
- flue gas treatment (FGT) facilities;
- a control room and laboratory; and
- offices, a workshop, stores, education, visitor and staff facilities (which form an integrated element of the main building and is located on the northern façade).

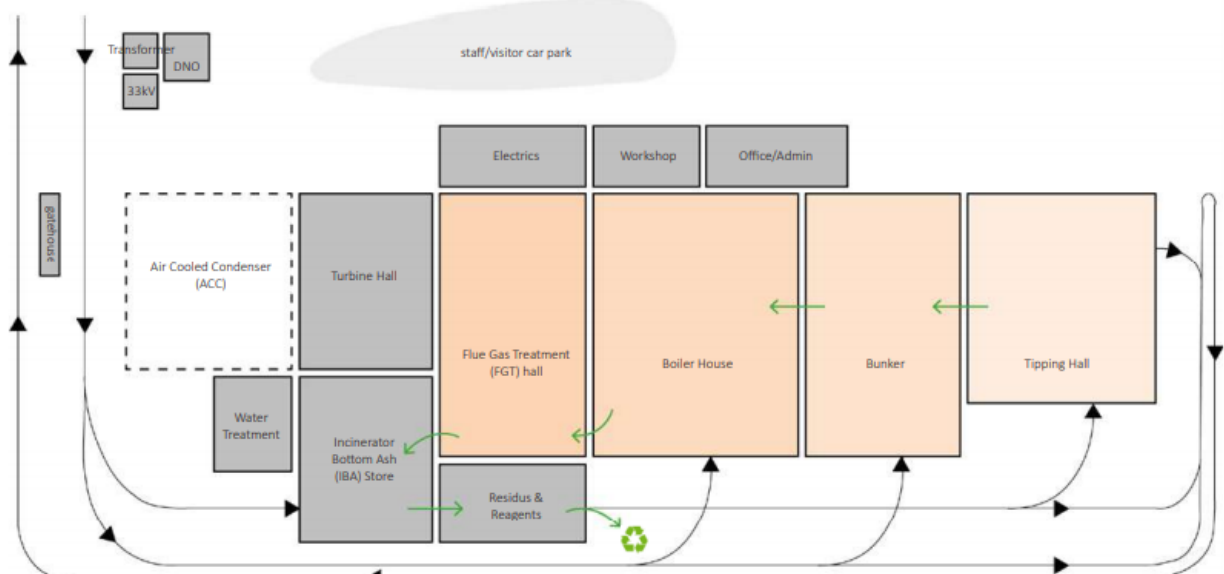
46. There would be two 80m high emissions stacks and connected to the main building would be an air-cooled condenser (ACC).

47. Figure 1 shows the proposed facility arrangement.

48. The building is sub-divided into several sections involved in the reception, storage and combustion of wastes. Other ancillary uses are also involved in stages of the process (see **Appendix D**).

49. Proposed elevations are set out in **Appendix E**.

Figure 1: Proposed waste treatment facility arrangement



50. In addition to the main scheme elements described above, the proposed development would also include a range of ancillary infrastructure including:

- vehicle weighbridges and office;
- substation;
- plant, machinery and other infrastructure;
- site fencing and gates;
- service connections;
- surface water drainage;
- cycle/ motorbike store;
- external hardstanding areas for vehicle manoeuvring;
- internal access roads and car parking;
- ammonia and diesel tanks;
- fire sprinkler system pump house;
- electrical switch gear and transformers;
- two emergency diesel generators; and
- new areas of hard and soft landscaping.

51. The tipping hall will be at ground level with the waste bunker excavated into the ground to a depth of 14 metres. This seeks to limit visual impacts in comparison to a design with an elevated tipping hall which would have increased the building height and included vehicle ramps and supporting structures.

52. The residual waste managed at the facility comprises both a biogenic and non-biogenic fraction. The biogenic content of the waste, circa 50% of the total waste, is recognised by the Government as a renewable source of energy. Thus, around 50% of the energy, whether it is heat or electricity, produced by the proposed development would be classed as renewable energy.

53. The facility would have a design life of around 30 years, although in reality many elements of the plant could last beyond this period. The applicant has stated that for the avoidance of doubt, planning permission is being sought for a permanent development and therefore as elements of the facility require repair, refurbishment or replacement this would be carried out subject to approval from the Waste Planning Authority and/or the Environment Agency.

Public consultation and engagement

54. The applicant undertook a period of public consultation in advance of the submission of the application. This process is outlined in the **Statement of Community Consultation** as set out in **Appendix 1.3 of the Planning Statement**. A series of exhibitions were undertaken as part of the public consultation process.

Construction including construction compound, hours and activities

55. The scheme description and construction methods are set out in the **ES Volume 4, Chapter 4**. The proposed ERF would take approximately three

years to construct and bring into operation. This includes internal fit-out and commissioning of the mechanical and electrical plant.

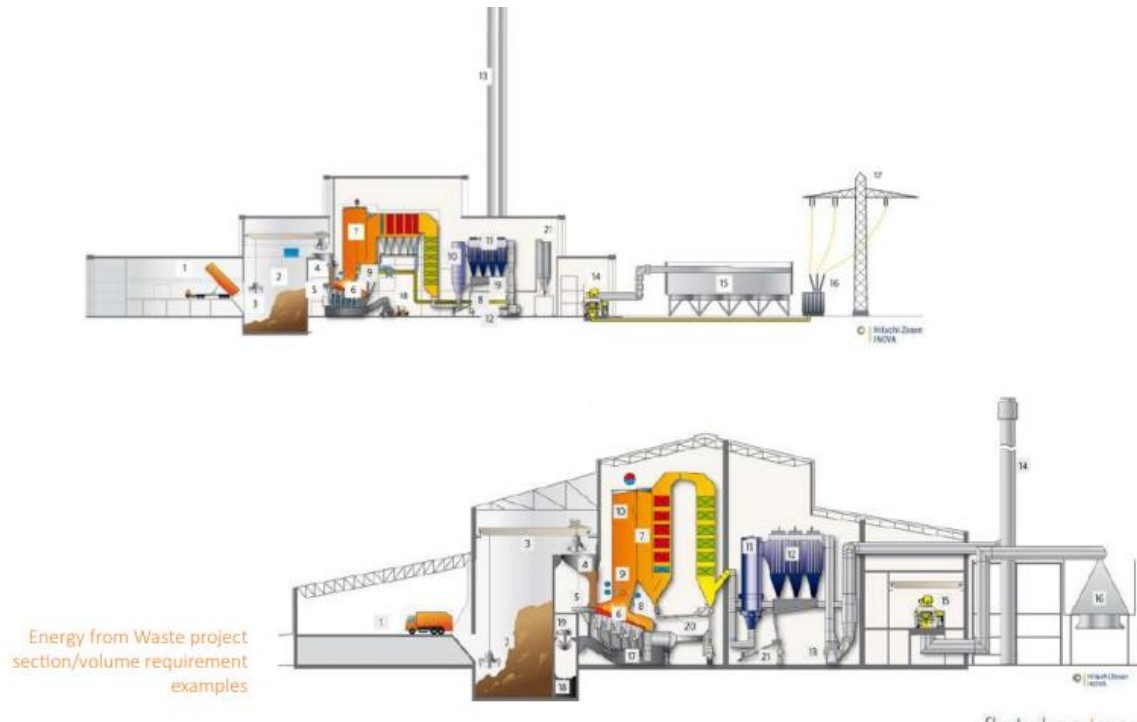
56. A site construction compound would be located to the east of the Site on the oil storage depot (see **Appendix D**). An additional compound would also be provided within the proposed Site. The compounds would provide vehicle parking, temporary site offices, welfare facilities and the storage of all building and construction materials and waste products, equipment, plant, and machinery. Dedicated refuelling areas and chemical and oil storage areas would also be provided within the compounds.
57. Construction hours are proposed to be limited to 07:00 to 19:00, Monday to Saturday. The applicant has stated that it may be possible that some construction activities would be undertaken outside of these hours e.g. installation of equipment into buildings. HGV movements, including any abnormal loads, would not be permitted outside these hours without prior agreement from the Waste Planning Authority.
58. The applicant has advised that a Construction and Environmental Management Plan (CEMP) would be developed for the project, the purpose of which would be to manage and report environmental effects of the project during construction.

Design

59. The proposed facility has been designed by Fletcher-Rae Architects.
60. The application included a **Design Evolution Document** which explains the key design decisions that have been made during the preparation of the planning application. A number of other plans relevant to the design such as a **Site Plan, a Roof Site Plan, Office Flood Plans, proposed Elevations** as well as the assessment of the visual impact of the design as set out in **ES Vol 1, Chapter 5** and supporting additional information.
61. The applicant has stated that the core design philosophy was to 'create a building which reflected the defining characteristics of the area, blending it into the landscape'. Figure 2 shows the section and volume requirements of the proposed facility.
62. The clear internal heights for each area of the building are based on the detailed process engineering plant requirements established from the applicant's experience and knowledge of projects of this nature. The applicant has indicated that the heights allow for the plant to be constructed simultaneously with the building and also for future maintenance to be undertaken including the use of internal crane beams and the additional clearance that these require above the process plant.
63. The applicant has indicated that the proposed layout and orientation maximises the length of the Site. It is indicated that the arrangement creates

a common turning point for HGVs adjacent the tipping hall which has been placed at the eastern end, allowing waste vehicles to be queued within the Site, avoiding a backup on to the slip road off the A31.

Figure 2: Section and volume requirements

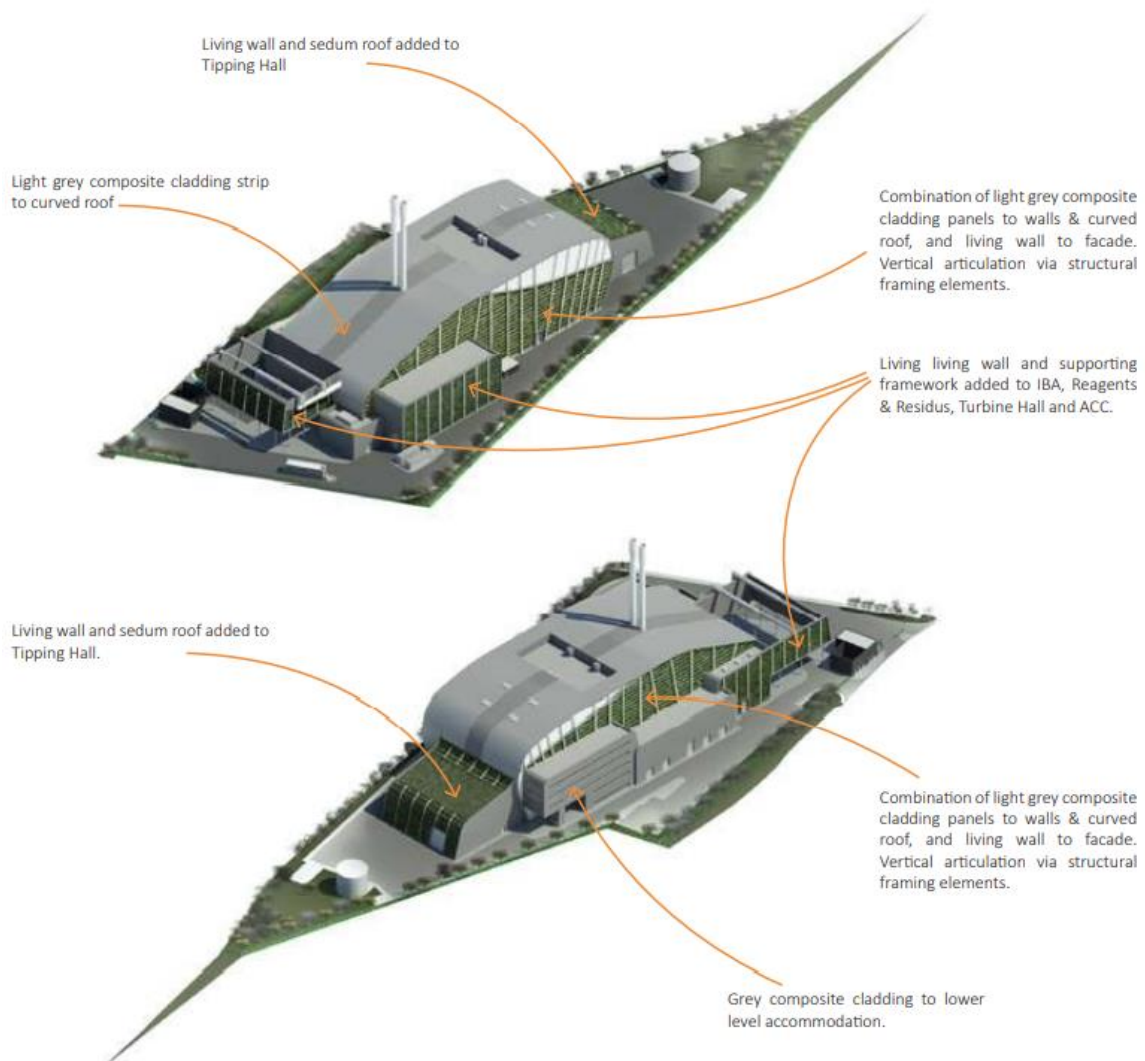


64. The applicant has indicated that the proposed layout and orientation maximises the length of the Site. It is indicated that the arrangement creates a common turning point for HGVs adjacent the tipping hall which has been placed at the eastern end, allowing waste vehicles to be queued within the Site, avoiding a backup on to the slip road off the A31.
65. The applicant has stated that the design has drawn on the local character of the area, in particular the nearby South Downs National Park, in order to embed the building into the landscape. The applicant has indicated that the design process follows the best practice as set out in [‘Designing Waste Facilities’, published by Defra and the Commission for Architecture and the Built Environment \(CABE\) \(2008\)](#), and the approach advocated in the National Planning Policy Framework (NPPF).
66. The applicant has indicated that throughout the design development process, the choice of materials has remained consistent. The applicant has indicated that the selection of a simple grey palette originated from the link to the chalk geology of the South Downs National Park. The palette has been chosen in contrast to the proposed living wall.

67. Vertical emphasis is proposed along the living wall, reducing the length and weight of the building. The applicant has indicated that roof and other plant equipment is hidden behind parapets across various parts of the scheme, keeping a clean and pure finish.

68. Figure 3 highlights the design specification of the proposed ERF.

Figure 3: Design specification



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69. The Community engagement events undertaken were used to inform the design process. Following the exhibitions, design changes have been made to the building, and many of those comments stemmed directly from discussions at the exhibitions. These changes included:

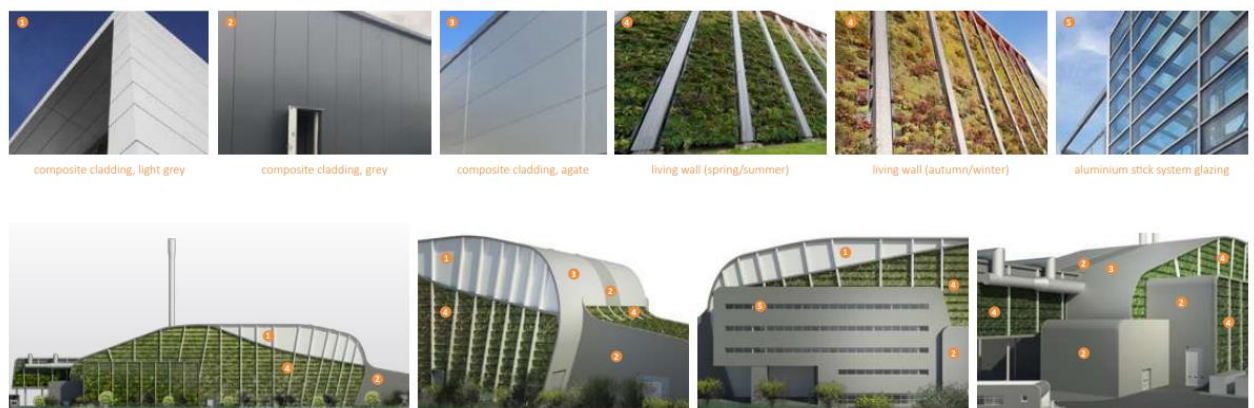
- wrapping of the living wall onto the east and west building elevations softening the corners of the building;
- addition of the living/sedum roof to the tipping hall;

- changes to the position of the electricity sub-stations; and
- redesign of the car park, to create and increase landscape buffer between the slip road and application Site.

70. The applicant has indicated that the chosen materials include a variety of textures and depths, providing further detail to the form. The applicant has states that *'the palette of selected materials ensures that the development makes a positive contribution to the overall appearance of the area by the use and testing of good quality materials of appropriate scale, profile, finish, colour and proven weathering ability. In conjunction with the building form, the material palette enhances and completes the composition with controlled variety to give due expression to the form without the final appearance losing its identity. The clarity of the lighter toned elements, provide a distinct contrast against the interest of the living wall, giving the building a powerful identity. The interface of finishes at corners and edges will be met with crisp detailing, ensuring the building maintains its pure form'*.

71. The proposed materials are illustrated in Figure 4.

Figure 4: Proposed materials

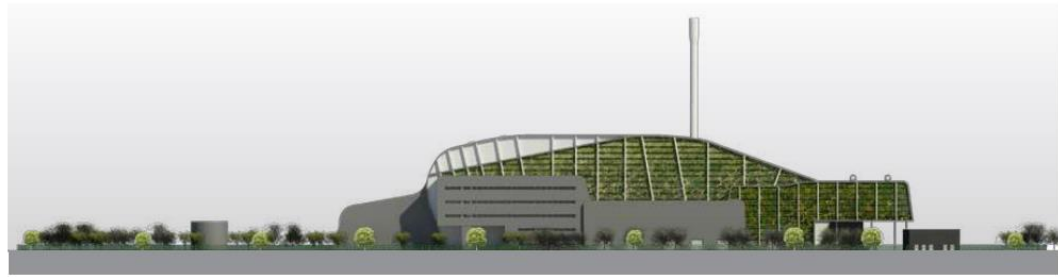


72. A living wall has been proposed by the applicant. Some visual representations of aspects of the living wall are shown in Figure 5.

73. The applicant states that the walls will provide greater interest to the east and west elevations and also to the eye-level views from close range. The applicant has indicated that a conscious decision was made to develop a living wall system which didn't solely cloak the building in a blanket of green, but was instead integrated into the architecture, creating a symbiotic relationship. Examples of planting for the living wall are also shown in Figure 6.

74. The applicant has states that *'the living wall will embed the highly sustainable architecture into the setting, creating a scheme rich in biodiversity, and one which assimilates to the surrounding context. Whilst the building will integrate into the surroundings, the pure and uncomplicated form will allow the facility to be read as a positive landmark, for which the reserved palette is vitally important'*.

Figure 5: Visual representations of the proposed Living Wall



North

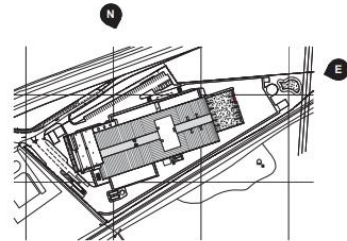


Figure 6: Examples of planting for living wall

summer planting



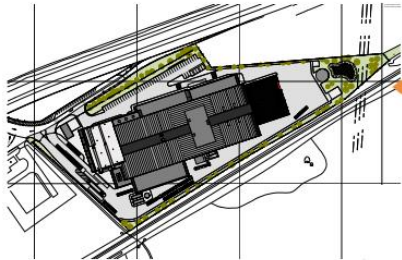
winter planting



75. In terms of the overall design and layout, the applicant has indicated that consideration was given to annual maintenance and the need for direct vehicular access for operational and maintenance requirements to key parts of the facility. In addition, ancillary functions such as offices and visitor access require careful segregation from the operational functions of the facility. In addition, considerations regarding technology solutions generated some specific benefits to the potential design solution.

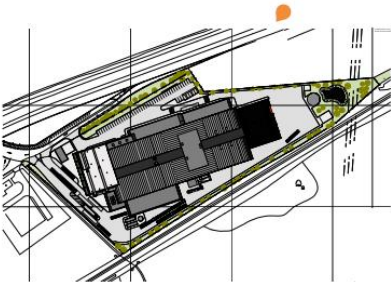
76. Figure 7 provides a visual representation of the final design of the facility.

Figure 7: Visual representations of the proposed development



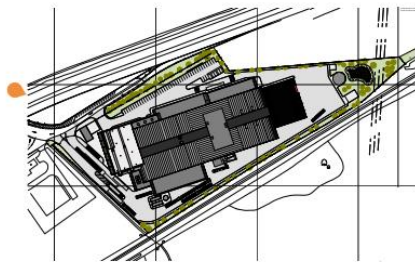
Visualisation is for illustrative purposes only.

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Visualisation is for illustrative purposes only.

Landscaping

77. A **Landscape Visual Assessment** has been undertaken to support the planning application.
78. An illustrative **Landscape Design** is set out in **ES Volume 2, Figure 4.6** (see **Appendix F**). Landscape proposals included the retention of tree cover round the perimeter of the Site, new tree, hedge and grassland planting and other marginal planting. The applicant has stated that the **Landscaping Scheme** has been designed to maximise biodiversity benefit by providing species rich wildflower grassland around the boundary of the Site with a native hedgerow. Existing trees in the northern area of the Site along the A31 would be retained to provide screening of low-level activities. The existing woodland areas would be supplemented with additional planting where there are opportunities to reinforce the existing planting. A large area of wildflower grassland is proposed in the eastern part the Site, which also includes the surface water infiltration basin. The infiltration basin would be wet during periods of rainfall but most of the time there would not be any standing water. As such this area would be planted with a species rich wet-grassland mix to provide further biodiversity benefits. Individual specimen trees of a native species would also be planted in this area.

Security, fencing and lighting

79. The perimeter of the ERF would be secured by a 2.4 metre high welded mesh boundary fence (e.g. Paladin security fencing or similar) with matching lockable steel gates to provide means of access. The new welded mesh fence would be green in colour.

80. Any CCTV systems deemed necessary by the operator would be installed, maintained and operated in accordance with British Standard 7958:2005 – Closed Circuit Television (CCTV) Management and Operation Code of Practice. CCTV cameras would be positioned to give clear surveillance of the Site including access points and car parking areas. CCTV cameras would be mounted on lighting columns, canopies and building walls as appropriate to ensure that comprehensive coverage is achieved.
81. The lighting design for the proposal is described in detail in **Appendix 4.2 Lighting Assessment**. The ERF would require external lighting for safe movement of vehicles and pedestrians, for any external amenity areas, and for the security of employees and visitors.
82. Once commissioned, the ERF would operate on a continuous (24 hour/ 7-days per week) basis. However, the majority of deliveries and visits would be made during the normal working day (i.e. 07.00 – 19.00). In the winter months, some of these deliveries/ visits are likely to be made when it is dark (e.g. late afternoon and early morning). During hours of darkness or low-level natural illumination there would be a need for lighting commensurate with health and safety requirements to ensure a safe working environment for operatives on ERF.

Highways

83. A **Transport Assessment** accompanies the application. The Site is served by the A31 dual carriageway which is managed by the County Council as local highway authority. The A31 is a strategic road as shown on the Key Diagram of the [HMWP \(2013\)](#).
84. Access arrangements will not vary in principle from those which are in place for the existing MRF and WTS facilities as previously set out. Vehicular access to the development (for both construction and operational phase) would be from the southbound carriageway of the A31 via a private access from the existing slip road. Vehicles accessing the Site from the north would do so via the slip road as described above. Vehicles accessing the Site from the south would travel north along the A31 to a point approximately 3.4km north-east of the Site where on and off slips connect the A31 to Islington Lane. Islington Lane forms an underpass below the A31 and provides a safe location for HGVs to make U-turning movements on the A31 to travel back south towards the Site. All site related HGVs are required to turn around at this location rather than using the crossing points at Froyle (Hen and Chicken Inn junction) which are not of a suitable standard to accommodate vehicles of this type. There will be some minor amendments to the accesses from the slip road as part of the proposal. The Site would be configured with two accesses in a similar arrangement to the existing MRF.
85. The majority of waste will be transported to the Site from other Waste Transfer Stations via HGV. It is stated in the **Transport Assessment** that the Site would also have the potential to accept some local municipal and

commercial / industrial waste which would be delivered to the Site in refuse collection vehicles (RCVs).

86. Two entry weighbridges will be provided which all HGV vehicles will be required to use before entering the ERF. These have been designed to minimise the likelihood of vehicles queuing back onto the A31 slip road.
87. The predicted traffic generation levels are anticipated to be in the region of 216 HGV movements per day (108 in and 108 out). HGVs (are defined as vehicles over 3.5 tonne un-laden) will access and leave the Site via the A31. As the Site is already operational, the net change in trips between the existing and proposed facilities are forecast to be an additional 90 two-way HGV trips during a weekday. This results in an additional 5 two-way HGV movements in the 08:00 to 09:00 peak hour, with no net increase in HGV movements in the 17:00 to 18:00 peak hour.
88. The proposed Site is located adjacent to the Alton branch railway. The opportunity to utilise this rail link has been considered as part of the planning process. However, a number of landowner, engineering and other operational constraints precludes the delivery and export of waste and materials to and from the facility at present via rail.

Parking and cycle storage

89. A total of 50 car parking spaces would be provided, including five disabled spaces and 10 spaces with electric charging facilities. This level of car parking has been provided to accommodate the proposed staffing level, taking into account shift change requirements.
90. Covered cycle parking would also be provided for bicycles and there would be dedicated bays for motorcycles.
91. A coach drop off area would be provided, which would facilitate the parking of a single coach.

Water management

92. Surface water at the existing site is managed via a series of drains and pipes which flow to a number of soakaway channels around the site. It is proposed that surface water from the ERF would be dealt with in the same manner i.e. discharge to groundwater via infiltration. Ground water infiltration tests were conducted to inform the detailed surface water drainage design. These tests demonstrated a good level of infiltration could be achieved at the Site. An indicative on-site drainage network has been designed and is shown in **Appendix 4.1 of the ES**.
93. Domestic foul flows e.g. toilets, kitchens and showers would be piped to an on-site package water treatment system before discharge to a specifically

designed soakaway system. This is a similar system that is currently used for the MRF and WTS.

94. Other sources of wastewater from the plant include water from flushing of the de-mineralisation plant, plant maintenance and drainage from the ash quenching process. This water would be collected and routed via a settlement tank for re-use in the ash quenching process. As such there would be no requirement for the disposal of these wastewaters other than during maintenance periods when the plant is shut down. During these periods, this wastewater would be transported by tanker from the ERF to a nearby sewerage treatment works where it would be treated and disposed of.
95. The plant would be a net user of water and it is estimated that it would use approximately 3.5m³/hr. The applicant has indicated that water use would be relatively low for an industrial user. Water would be sourced from the local mains piped water system and potentially from rainwater harvesting off building roofs. In order to minimise the reliance on mains water the following measures are proposed:
- A sustainable drainage system includes the reuse of waste process water generated from Site activities (such as tipping hall wash down, hose use and boiler drain down) within the process for bottom ash quench;
 - Boiler water would be recycled as much as possible through the air cooled condensers and water within the welfare areas would be supplemented with rainwater harvesting from building roofs;
 - Rainwater harvesting tanks (capacity of 100m³) have been designed to provide for the irrigation system of the living walls. The design requirement for the living wall is approximately 25m³. The additional capacity ensures resilience.
96. The water consumption of the living wall is set out in **ES Vol 5. Regulation 25 (dated 14 December 2021)**.
97. A distribution water main runs along the A31 and provides water to the existing facility. This will be used to provide for domestic purposes, process water required for boiler feedwater and for firefighting water provision. No upgrades to this main are anticipated.

Utilities and telecommunications

98. The facility would also require connection to a number of utilities including telecommunications and electricity.
99. There is an existing connection from the local electricity supply network which runs into the Site at present. This would be used to supply power during the construction period. However, once operational the ERF would generate electricity, a proportion of which would be used to power the facility. As already set out, a new connection to the local electricity distribution network would be required to export electricity offsite.

100. There are no requirements for mains gas supply for the ERF.
101. There are existing telecommunication lines running into the Site which would continue to be used for the ERF.

Operating Hours and Activities

102. The proposed ERF would operate 24 hours per day, seven days a week, processing wastes and generating electricity.
103. The Site will be operational throughout the year with HGVs delivering residual waste to the Site on every day, including Bank Holidays but excluding Christmas Day, Boxing Day and New Year's Day. Deliveries of waste, the export of Air Pollution Control residues ('APCr'), and the delivery of consumables would take place primarily between the hours of 07:00 and 19:00. All waste would be delivered by road with the majority of the residual waste managed at the facility would be brought on Monday to Friday. Contractual controls also help to govern hours of working. All movements have to be logged as part of the Environmental Permit.
104. The proposed ERF's bunker is capable of storing up to 3-4 days' worth of waste/fuel. This is required to ensure the 24/7 operation of the facility even if delivery problems were to occur.
105. The application supporting information indicates that 10-12 loads would be expected between the hours of 07:00hrs and 08:00hrs. 14 loads would peak between 10:00hrs and 11:00hrs and continuing until 14:00 hrs when deliveries start to reduce. Only occasional deliveries are expected between 17:00hrs and 19:00hrs unless there are any operational or mechanical breakdowns. The applicant states the deliveries outside these hours would be infrequent. The applicant has indicated that an estimated 10% of deliveries would take place over the weekend.
106. It is stated that the Site will employ 29 staff, 22 of which will work shifts and seven that will work between the hours of 09:00 hrs and 17:00 hrs.
107. There would be an annual maintenance period for approximately two weeks per year. The maintenance periods would be staggered for each of the two process lines, to ensure at least one line would be operational at all times.
108. Incoming refuse collection and bulk transport vehicles would enter the facility and would proceed to the weighbridge then the enclosed waste reception / tipping hall. Waste would be tipped into a bunker and vehicles would exit the tipping hall, pass over the weighbridge before exiting the Site.

109. The entry and exit door to the tipping hall would be equipped with manually operated 'rapid closing' doors, which would be kept closed when delivery of waste is not taking place.
110. An Environmental Management System (EMS), certified to ISO 14001, would be put in place for the facility. The EMS would form an integral part of the facility's Integrated Management System (IMS) that will draw together all the policies and procedures for the facility that would include an Environmental Management Plan (EMP).
111. The facility general manager would be responsible for the day-to-day management and compliance of the facility with the EMS. The control of these issues would be monitored and enforced by the Environment Agency through the Environmental Permit.

Litter and vermin:

112. Litter and pest management measures would be defined within the Environmental Management Plan (EMP), as required by the Environmental Permit, to prevent the release of litter from the facility buildings. This includes measures such as:
 - Regular inspections of the facility to ensure litter within and adjacent to the facility would be collected and disposed of
 - The waste reception hall would be cleaned daily to ensure that material that could attract rodents or other pests does not accumulate;
 - All vehicles carrying waste to the Site would be adequately sheeted to ensure that litter will not escape onto the public highway or other areas outside the boundary of the Site. All delivery vehicles entering the facility would be inspected by the gatehouse operator to ensure that vehicles are appropriately enclosed. Any drivers failing to comply with site regulations would be warned and breaches reported in the EMP. If repeated offences occur, drivers would be banned from accessing the ERF;
 - All unloading of waste would be undertaken within the enclosed reception hall, which would be controlled under negative air pressure. This would assist in preventing any litter from escaping the building;
 - The boundary fencing would help prevent litter from being blown beyond the Site boundary;
 - The internal and external boundaries of the facility would be inspected daily, and any litter would be collected and disposed of; and
 - Regular inspections of the facility by pest control specialists will take place.

Odour:

113. Odours would be prevented from escaping the tipping hall and waste bunker, where most odour issues are likely to arise, as the air within the building is retained under negative pressure. This is achieved through the extraction of air from the tipping hall by forced draught fans which feed the combustion process.

114. No odours would be emitted from the stacks as all odorous compounds would be destroyed due to the high temperatures achieved (>850oC) within the furnace.
115. Deliveries of biodegradable waste, which could give rise to odour, would be within enclosed or sheeted delivery vehicles. The applicant has indicated that odour surveys would be undertaken if any complaint from neighbours in relation to odours is received. If necessary, operating procedures would be amended to deal with any issues identified at the Site.

Dust:

116. Dust emissions are unlikely to occur as all process operations are undertaken within enclosed buildings. During prolonged periods of dry weather, the site roads would be damped down or washed if the potential for fugitive dust impacts resulting from traffic movements are identified by the facility general manager.

Fire:

117. The Site Management Plan would have procedures in place to deal with any fire, and records of any smouldering load incidents would be made within the EMP and monthly facility service reports. A dedicated area would be provided within the facility that would be equipped to receive and extinguish smouldering loads delivered to the facility. Once deposited in the waste bunker the waste would be inspected by the crane operator and as described above, the waste would be mixed regularly to avoid anaerobic conditions developing within the waste mass. Inspections and regular mixing of the waste would help identify and prevent hot spots forming within the waste mass which could cause a fire.
118. Fire prevention and suppressions systems would operate at the facility. This would include the use of an automated detection and suppression system within the waste bunker and a fire water sprinkler system elsewhere within the plant.

The energy and heat recovery process:

119. The applicant states that one of the major benefits of the facility would be the ability to recover energy from the combustion of the waste by way of electricity and/or heat production.
120. Once waste has arrived in the tipping hall, cranes would be used to mix and stack the waste into the feed chutes of the furnaces. Odour and dust in the tipping hall would be controlled by fans located above the waste bunkers. These would suck air from the waste reception / tipping hall into the furnace to feed the combustion process and prevent odours and dust escaping from the building.

121. The technology is a specific linear process with particular requirements on internal site circulation, building form and scale to fully enclose the technology. The stages are outlined in Table 2.
122. Figure 8 illustrates the energy recovery processes.

Figure 8: The energy recovery process

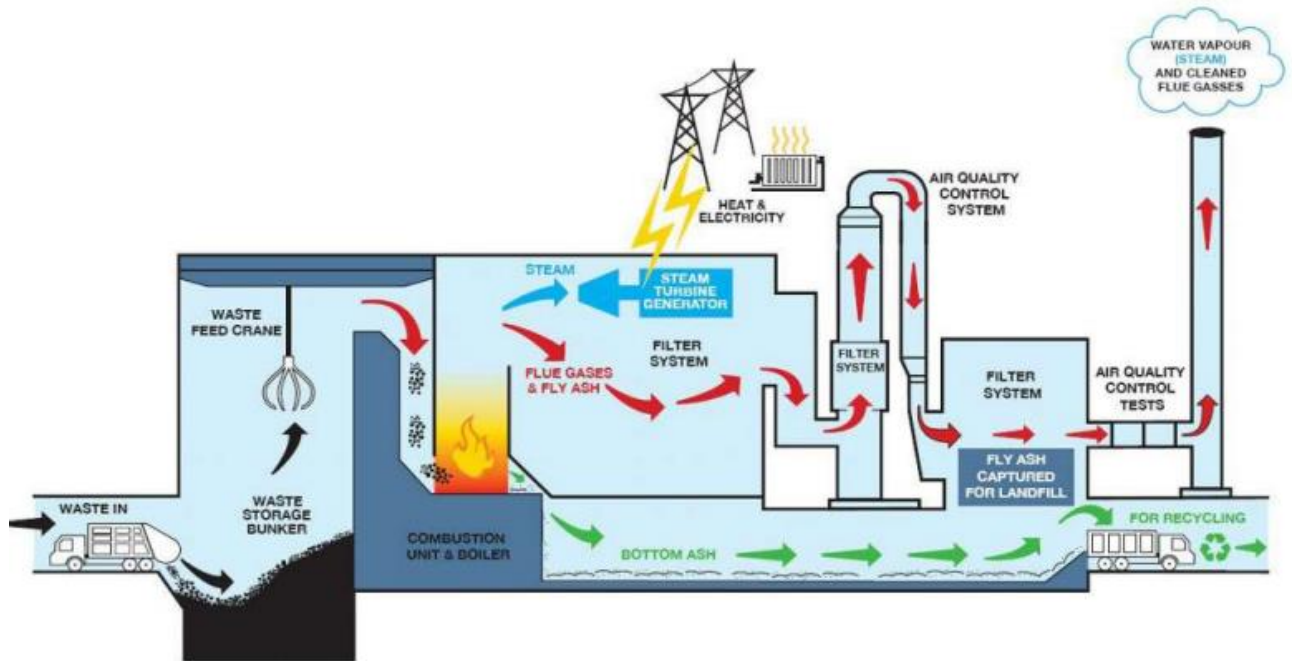


Table 2: Stages of the recovery process

Stage	What takes place
Delivery	Raw materials are delivered into an enclosed tipping hall and fed by crane grab from a bunker into the boiler hopper.
Combustion Process	The waste is burned on a moving grate. The “moving grate” turns and mixes the waste along the surface of the grate to ensure that all waste is exposed to the combustion process. Whilst the furnace is fitted with auxiliary burners, fuelled by fuel oil, these would only be used to start and shut down the plant (typically twice per year) or if temperatures fall below 850°C, which rarely happens. The steam is fed to turbines in a turbine hall which generate electricity. Some of the electricity is used to operate the plant, the rest is fed to the local electricity distribution network.
Boiler Water Treatment	Water used within the boiler is treated to ensure reliable operation using a number of chemicals. These are stored within a controlled area within the main building.
Flue Gas Treatment	Gases generated during the combustion process would be cleaned in the flue gas treatment plant before being released into the atmosphere. The treatment plant works by using a

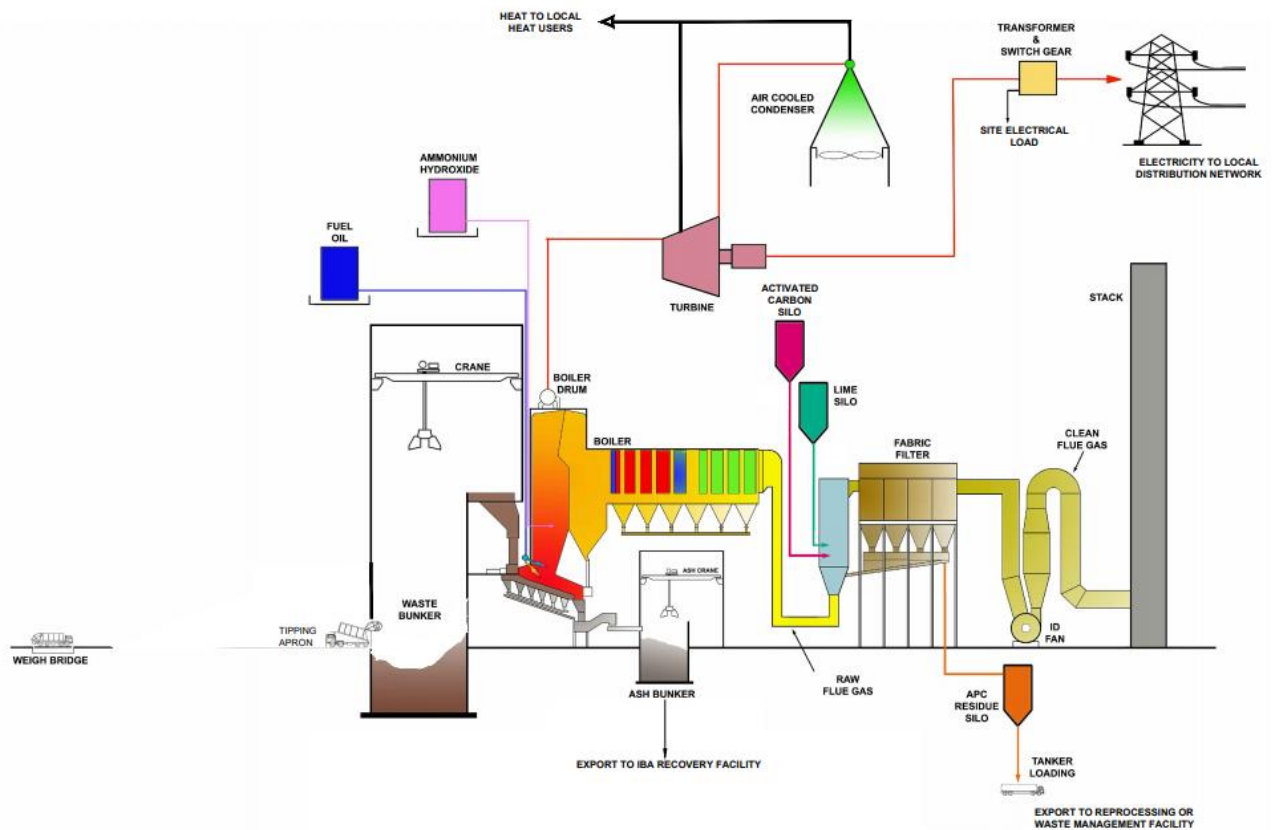
	number of filters and chemicals to remove pollutants from the gases, this process ensures that the plant operates within the emission limits set out in the Industrial Emissions Directive. The flue gas treatment is a well proven technology that operates high standards of efficiency. Flue gasses are constantly monitored and regularly checked by the Environment Agency.
Stacks	Following cleaning, the combustion gases would be released into the atmosphere via two 80m high stacks. Local air dispersion models determined the height of the stack. Emission from the stacks would be monitored continuously by an automatic computerised system and reported in accordance with the Environment Agency's requirements for the operation of the facility.

123. As part of the design process, the applicant has indicated that it was recognised that a twin line solution rather than single line for the same capacity would produce a more effective and compact, lower building height and optimise site utilisation for building, site circulation and hard standings. The process reduces the composition of the waste by over 80% of the original volume.
124. Externally there are associated air cooled condensers, underground water tanks, switch compounds, water and filter tanks.
125. The proposal would generate energy from the controlled combustion of residual waste and would have generating capacity of 33 Mega-Watts (MW) of electricity per annum, 30 MW of this would be exported to the local electricity distribution network with the remainder used in the operation of the facility. The **ES** states that the electricity that will be exported will be sufficient to power approximately 75,000 homes per year. A proportion (circa 50%) of this energy would be classified as being renewable energy. The energy generation would be derived from twin, identical processing lines which is based upon hot gases from the combustion chamber passing to a boiler which converts the energy from the gases into steam.
126. The proposal includes an onsite sub-station located to the north-west of the main building. Electricity from the generator would be cabled underground to the substation from where there would be a connection to the local electricity distribution network, most likely the Mill Lane sub-station in Alton. The works required to link the on-site sub-station to the Mill Lane sub-station does not form part of the planning application and would most likely be undertaken using the Permitted Development Rights of Scottish and Southern Electricity Networks as a statutory undertaker. However, on the basis that export of electricity is an integral part of the proposal, the grid connection is considered within the ES. The sub-station would comprise a stoned compound which would be secured by palisade style fencing up to 2.4m in height. The compound would contain external switch gear equipment and transformers. A

control building would be located adjacent to the compound. The potential route of the grid connection is shown on **Figure 4.9 of the ES**, which is via existing highways. Environmental effects associated with the construction of the grid route would be akin to other routine highways based utilities connection and would be temporary in nature. Construction best practice would be used to minimise environmental effects and disruption to road users. It is not anticipated that the construction of the grid connection would cause any significant environmental effects. More information on the route and construction methods is set out in the **ES**.

127. The facility would also have the capability to export heat in the form of hot water or steam. As such, it is fully capable of being a combined heat and power (CHP) plant and is described as 'CHP ready'. Figure 9 illustrates the heat recovery process.

Figure 9: Extract from the Heat Plan showing the heat recovery process



128. A **Heat User Study** has been produced in support of the planning application and explores the heat offtake opportunities in the local area. At this stage of the project's lifecycle, no specific heat users have been identified. The Heat User Study identifies the potential for export of heat to future developments within the local area, including supply to a number of potential large residential development sites proposed along the A31. A heat off-take system

will allow heat to be supplied to local residential developments, council offices or other civil amenities e.g. hospitals, community facilities. The ability for the facility to provide local electricity and heat is considered in the [Energy generation](#) and [Heat generation](#) sections of this report.

129. The planning application provides for a heat offtake pipe to the boundary of the site. A connection would then be required from the Site boundary to any future heat user / heat supply area. Any such heat network would be subject to standalone planning application(s) and permissions.

Management of residues and other by products

130. Two types of solid by-products would be produced from the operation of the facility: bottom ash and Air Pollution Control (APC) residues. Each of which would have separate handling and disposal arrangements, as explained in Table 3.

Table 3: Treatment of residues

Stage	What takes place
Bottom ash: <i>material remaining from the combustion of the waste</i>	Would be transferred from the bottom of the furnace into a bunker where it would be fed onto a conveyor linked to an enclosed storage area within the main building. Metals would be extracted from the ash via a magnet. The bottom ash would be exported offsite, to be processed and used in construction projects, as approved by the relevant regulator/s and legislative requirements.
Air Pollution Control (APC) Residues: <i>produced from the treatment of the gases generated from the combustion of the waste</i>	Residues would be stored in a silo adjacent to the flue gas treatment facility. Would be transported offsite to a suitably permitted treatment or disposal facility, again, as approved by the relevant regulator/s and legislative requirements.

131. The plant would use various raw materials during processing, the use of which is governed by the Environmental Permitting process. Primarily, these would include lime, ammonia, powder activated carbon and fuel oil. In addition, various other materials would be used for the operation and maintenance of the plant including:
- hydraulic oils and silicone based oils;
 - electrical switchgear;
 - gas emptying and filling equipment;
 - refrigerant gases for air conditioning plant;
 - glycol/ anti-freeze for cooling;
 - oxyacetylene, Tugsten Inert Gas / Metal Inert Gas welding gases; and
 - CO₂/ fire-fighting foam agents.

132. In order to minimise the risks of contamination to process and surface water, all liquid chemicals stored on site would be kept in bunded controlled areas with a volume of 110% of stored capacity.
133. In addition to the raw materials described above, the facility would require materials necessary to maintain the boiler water demineralisation plant, these include:
- hydrochloric acid (35% solution);
 - caustic soda (30% solution); and
 - boiler water dosing chemicals.

Climate Change:

134. A **Carbon Assessment** has been undertaken to support the application to determine the relative operational carbon impact of processing the waste in the ERF, compared to disposal in a landfill. The carbon emissions have been calculated for the ERF.
135. The vulnerability of the proposal to climate change has also been considered in the overarching design of the proposal, including drainage, water use, living walls and changes temperature as documented in the relevant chapters of the **ES**.
136. The application is supported by a significant amount of documentation, For ease, these have been included in **Appendix L** and organised by theme.

Environmental Impact Assessment

137. A [Scoping Report](#) issued by the applicant in August 2019 was considered by the Waste Planning Authority following which a [Scoping Opinion](#) was issued on 27 September 2019. In summary, this opinion indicated general agreement with the issues identified by the submitted Scoping Report, but also identified some areas of disagreement over matters proposed to be scoped in and out, matters requiring clarity and/or additional supporting information to be submitted within any planning application and its accompanying Environmental Statement (ES).
138. The proposed development was assessed under [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#). The development is classified as a Schedule 1 Environmental Impact Assessment (EIA) development and has been subject to an EIA. An ES, and associated assessment methodology, was submitted. The applicant indicated that the submission met [Schedule 4 of The Town and Country Planning \(Environmental Impact Assessment\) Regulations 2017](#). The approach to the ES is set out in the **ES Volume 1, Chapter 2**.

139. Following the initial round of public consultation, the Waste Planning Authority concluded that further information was required for the purposes of determining the application. In accordance with Regulation 25 of the [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#), the Waste Planning Authority issued an initial Regulation 25 request (hereafter known as 'Reg 25 request 1') on 23 October 2020. This additional information was considered to be necessary to enable the full and proper consideration of the likely environmental effects of the proposed development. Full copies of all requests are available to view on the applications website. The [request](#) for further information is summarised as follows:
1. *Need* - Clarification of the steps taken to ensure the waste processed will be diverted from landfill and demonstrate that the waste input will consist of materials unable to be processed higher up the waste hierarchy. This further information will need to address the issues of potential overprovision of recovery capacity in Hampshire and potential for impacts on the provision of recycling;
 2. *Alternatives* - Update to the ES to provide a fuller explanation of the choice of the site and alternatives;
 3. *Ecology and nature conservation* - Information requested about the mitigation presented (compensatory works) in order for the County Council to complete the Habitats Regulation Assessment (HRA). Further assessment and an updated mitigation strategy for dormice and reptiles. Further information required on the delivery of Biodiversity Net Gain (BNG);
 4. *Historic environment* – Update to the ES updated to include an assessment of Fulling Mill and Bonham's Farmhouse.
140. In addition to the Regulation 25 matters, the following areas of clarification were sought to facilitate the application process:
- Summary document of the applicant's responses to representations
 - Scheme description and construction methods – including matters relating to the potential to operating hours, construction hours, lighting, location of the site compound, potential heat offtake;
 - Socio economic effects – more information on how the proposal will contribute to meeting Hampshire's waste management needs and how the loss of the MRF will be accommodated within existing and planned waste infrastructure in Hampshire;
 - Environment Bill;
 - Highways and transport; and
 - Hampshire Fire and Rescue.
141. A second Regulation 25 request relating to air quality (dated 12 November 2020) (hereafter referred to as 'Reg 25 request 2') was issued. The [request](#) for further information and updates to the ES is summarised as follows:
1. *Alternatives* - Provide a fuller explanation of the choice of the Site and alternatives;
 2. *Air quality* (in conjunction with the Transport Assessment) – Information relating to environmental effects of construction-related and operational-related air quality;

3. Air quality (in conjunction with the Transport Assessment) - relating to climatic impacts;
 4. Air quality (in conjunction with the Transport Assessment) - relating to vulnerability of the project to/from climatic impacts.
142. In addition to the Regulation 25 matters, the following areas of clarification were sought to facilitate the application process:
- In conjunction with the climate change requirements requested through Regulation 25 request 2, the further impacts that could be considered by the applicant as stated in the eight bullet points (in 4.1.2.6 'Further impacts') of the Atkins' report are strongly encouraged to be reviewed and responded on by the applicant; and
 - Response on the Construction Environment Management Plan (CEMP) and the final four bullet points of the Atkins' report.
143. Additional information was submitted in December 2021 to address Reg 25 requests 1 and 2 and was subject to public consultation between 18 December 2020 - 29 January 2021 in accordance with the adopted [Statement of Community Involvement](#) (see [representations](#) section of the report).
144. A further Regulation 25 request was issued on 11 December 2020 (hereafter known as 'Reg 25 request 3') relating to landscape matters. This was in relation to the publication of Indigo Landscape Architects Limited (ILAL) and numerous responses by the relevant consultees and interested/affected third parties on this same matter. This [request](#) for further information related to the following issues:
1. Alternatives;
 2. Updates to the ES (LVIA) in respect of landscape and visual effects upon the South Downs National Park (SDNP), relative to the omitted and inadequately assessed viewpoints should be updated accordingly using information on how the aims and objectives of the SDNP View Characterisation Study have been taken into account, and the inclusion of evidence and commentary in relation to determining what constitutes the setting of the SDNP, and whether or not the proposed development contributes to its landscape setting;
 3. Updates to the ES in respect of landscape and visual effects upon the local landscape, relative to the inadequately assessed and additional viewpoint, and construction activities, should be updated accordingly using the methodologies and analysis methods already employed.
145. In addition to the Regulation 25 request 3, the following areas of clarification were sought to facilitate the application process:
- Alternatives and scheme description and construction methods;
 - Landscape and visual effects;
 - Impact on the rights of way;
 - Views from nearby residential properties and settlements; and
 - Cumulative effects.

146. Additional information was submitted by the applicant on 14 December 2020 and was subject to public consultation between 5 January 2021 - 15 February 2021 in accordance with the adopted [Statement of Community Involvement](#) (see [representations](#) section of the report).
147. A further Regulation 25 request was issued on 1 June 2021 (hereafter known as 'Reg 25 request 4'). This [request](#) related to the following issue:
1. Additional information on traffic movements on the A325 in order to determine whether emissions from the additional traffic in combination with the emissions from the proposal would exceed the 1% de minimis screening threshold, in order for the County Council to complete the HRA.
148. In addition to the Regulation 25 request 4, the following area of clarification were sought to facilitate the application process:
- Clarification of matters relating to protected species (reptiles and dormice).
149. Additional information was submitted by the applicant on 2 June 2021 and was subject to public consultation between 4 June - 5 July 2021 in accordance with the adopted [Statement of Community Involvement](#) (see [representations](#) section of the report).
150. Further clarification was also sought on 21 July 2021 on the following matters:
- The delivery and efficacy of the ecological and biodiversity improvements and enhancements discussed with Natural England and Hampshire County Council at Shortheath Common SAC and other receptor sites;
 - Details on the successful delivery and viability of the green living wall and any information clarifying the long-term management and efficacy of the proposed wall over the ERF's proposed 30-year lifetime (case studies would be welcomed);
 - The applicant's position on providing connectivity - beyond the ERF Site planning boundary - to the local existing heat grid/network;
 - The applicant's position in relation to the comments and criticism made by No Wey Incinerator Action Group on the ERF's compliance with CCC Sixth Carbon Budget;
 - The applicant's experience/position on the failure of and/or problems with uptake of CHP across the UK;
 - The applicant's position on the retrofitting of the ERF to include further measures to mitigate climate change impacts and benefits through increased energy/heat generation over the proposed 30-year lifetime;
 - Confirmation on the applicant's position on entering into a legal agreement to control HGV routing;
 - The applicant's position on providing an ANPR to record and monitor any HGVs associated with the ERF;
 - The applicant's position in relation to the requirements of Network Rail;
 - The applicant's position in relation to the requirements of Esso and the close proximity of the Southampton to London Pipeline to the proposed development; and

- The applicants' views on the positions / points raised by Indigo Landscape Architects (May/June 2021), South Downs National Park (15 Feb 2021); Historic England (10 June 2021), No Wey Incinerator Action Group (Feb 2021) and East Hants DC (28 Jan 2021).
151. Additional clarification was provided by the applicant on 5 August 2021.
152. Further clarification was sought on 30 September 2021 in relation to emissions levels set out in the Environment Bill (now the [Environment Act \(2021\)](#)) and the World Health Organisation guidelines on emissions (September 2021) and whether this impacted any of the findings of the ES. The clarification received on 1 October 2021 led to a further request for information dated 11 October 2021. Further information was submitted by the applicant on 13 October 2021 and was subject to a public consultation, alongside a draft Habitats Regulation Assessment and Appropriate Assessment and the clarification information received on 5 August 2021 from 15 October 2021 to 29 November 2021 (hereafter referred to as Regulation 25 request 5). The additional information submitted by the applicant was subject to public consultation between 4 June - 5 July 2021 in accordance with the adopted [Statement of Community Involvement](#) (see [representations](#) section of the report).
153. A discussion of the findings of the ES and the subsequent Regulation 25 consultation's is set out in the relevant [commentary](#) sections of this report.

Development Plan and Guidance

154. Paragraph 47 [National Planning Policy Framework \(2021\)](#) (NPPF) of the requires that 'applications for planning permission be determined in accordance with the 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.
155. The following plans, associated policies and guidance are considered to be relevant to the proposal:

[National Planning Policy Framework \(2021\)](#) (NPPF)

156. The following paragraphs are relevant to this proposal:
- Paragraph 2: Determination of planning permissions;
 - Paragraphs 10-12: Presumption in favour of sustainable development;
 - Paragraphs 38, 47: Decision making;
 - Paragraphs 55 – 56: Planning conditions;
 - Paragraphs 57: Planning obligations;
 - Paragraph 81: Support of sustainable economic growth;
 - Paragraph 92: Healthy, inclusive and safe places;
 - Paragraphs 104, 110-113: Sustainable transport;

- Paragraphs 126-136: Design
- Paragraphs 153-158: Planning and climate change;
- Paragraphs 159-169: Planning and flood risk;
- Paragraphs 174, 176-178: Contributions and enhancement of natural and local environment;
- Paragraphs 180-181: Biodiversity and planning;
- Paragraphs 183-188: Ground conditions and pollution;
- Paragraphs 189-208: Heritage assets.

National Planning Policy for Waste (2014) (NPPW)

157. The following paragraphs are relevant to the proposal:
- Paragraph 1: Delivery of sustainable development and resource efficiency;
 - Paragraph 5: Assessment of sites and areas for new / enhancement waste management facilities
 - Paragraph 7: Determining planning applications; and
 - Appendix B: Further guidance on the potential environmental issues associated with waste development.

National Planning Practice Guidance (NPPG)

158. The following are paragraphs relevant to the proposal:
- Paragraph 007 (Self-sufficient and proximity principle);
 - Paragraph 0047 (Expansion or extension of waste sites); and
 - Paragraph 0050: (Planning and regulation).

Planning Practice Guidance for Waste (15 October 2015) (Live) (PPGW)

159. The following are paragraphs relevant to the proposal:
- Who is the planning authority for waste development? (Paragraph: 001 Reference ID: 28-001-20141016 Revision date: 16 10 2014);
 - What matters come within the scope of 'waste development'? (Paragraph: 002 Reference ID: 28-001-20141016 Revision date: 16 10 2014);
 - How are counties and districts expected to work together in respect of waste development planning applications; (Paragraph: 045 Reference ID: 28-045-20150415 Revision date: 15 04 2015); and
 - What is the relationship between planning and other regulatory regimes; (Paragraph: 050 Reference ID: 28-050-20141016 Revision date: 16 10 2014).

Waste Management Plan for England (2021) (WMPE)

160. The following are sections are relevant to the proposal:
- The Waste Management Plan and the objectives of the Waste (England and Wales) Regulations 2011;
 - Waste management in England;
 - Waste hierarchy; and
 - Waste arisings.

Waste (England and Wales) Regulations (2011)

161. The following is of relevance to the proposal:
- Part 1 General;
 - Part 2 Waste prevention programmes;
 - Part 3 Waste management plans;
 - Part 4 Waste prevention programmes and waste management plans: general provision;
 - Part 5 Duties in relation to waste management and improved use of waste as a resource;
 - Part 6 Duties of planning authorities;
 - Part 9 Transfer of waste;
 - Part 10 Enforcement;
 - Schedule 1- Waste prevention programmes and waste management plans;
 - Schedule 2 - Amendments to the Hazardous Waste (England and Wales) Regulations 2005;
 - Schedule 3 - Amendments to the Environmental Permitting (England and Wales) Regulations 2010.

National Policy Statement for Energy (NPS (EN-1))

162. The following sections and paragraphs are relevant to the proposal:
- Part 2: Governments Policy on energy;
 - Paragraphs 2.25-2.211: The transition to a low carbon economy;
 - Paragraphs 2.2.20 -2.2.26: Security of energy supplies;
 - Paragraphs 3.3.2-3.3.6: Meeting energy security and carbon reduction objectives;
 - Paragraphs 3.3.13-3.3.14: Future increases in electricity demand;
 - Paragraphs 3.3.15 – 3.3.24: The urgency of the need for new electricity capacity;
 - Section 3.4: The role of renewable electricity generation;
 - Section 4.5: Criteria for “good design” for energy infrastructure;
 - Section 4.6: Consideration of Combined Heat and Power (CHP);
 - Section 4.7: Carbon Capture and Storage (CCS) and Carbon Capture Readiness (CCR);
 - Section 4.8: Climate change adaptation;
 - Section 4.9: Grid connection; and
 - Part 5: Generic impacts.

Draft revised NPS EN-1 (2021)

163. The following sections are relevant to the proposal:
- Section 2: Government policy on energy and energy infrastructure development;
 - Section 3: The need for new nationally significant energy infrastructure project;
 - Section 4: Assessment Principles; and
 - Section 5: Generic Principles.

Hampshire Minerals and Waste Plan (2013) (HMWP)

164. 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 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 25 (Sustainable waste management);
 - Policy 26 (Safeguarding - waste infrastructure);
 - Policy 27 (Capacity for waste management development);
 - Policy 28 (Energy recovery development); and
 - Policy 29 (Locations and sites for waste management).

East Hampshire Local Plan Joint Core Strategy (2014)

165. The following policies are relevant to the proposal:
- Policy CP1 - Presumption in favour of sustainable development;
 - Policy CP19 - Development in the countryside;
 - Policy CP20 – Landscape;
 - Policy CP21 – Biodiversity;
 - Policy CP22 - Internationally designated sites;
 - Policy CP24 - Sustainable construction;
 - Policy CP25 - Flood Risk;
 - Policy CP26 - Water resources/water quality;
 - Policy CP27 – Pollution;
 - Policy CP29 – Design;
 - Policy CP30 - Historic environment; and
 - Policy CP31 – Transport.

East Hampshire Draft Local Plan (2017-2036)

166. East Hampshire District Council are currently working on a new Local Plan. The Draft Local Plan covers areas in East Hampshire outside of the South Downs National Park. This includes Alton and the surrounding area. The Plan has reached the Regulation 18 stage and has not been publicly examined so can only be given limited weight in decision making. The following draft policies are of note:
- Policy S3: Sustainable and viable development;
 - Policy DM5: Amenity;
 - Policy S13: Planning for economic development;
 - Policy S17: Development in the countryside;

- Policy S18: Landscape;
- Policy S19: Biodiversity, geodiversity and nature conservation;
- Policy DM25: The local ecological network;
- Policy DM26: Trees, hedgerows and woodland;
- Policy S24: Planning for climate change;
- Policy DM27: Renewable and low carbon energy;
- Policy DM28: Resource efficient design;
- Policy S25: Managing flood risk;
- Policy S26: Protection of natural resources;
- Policy DM29: Water quality and water supply;
- Policy S27: Design and local character
- Policy S28: Heritage assets and the historic environment;
- Policy S30: Transport;
- Policy DM33: Conservation areas;
- Policy DM34: Heritage assets in conservation areas;
- Policy DM35: Listed buildings;
- Policy DM36: Development affecting and changes to listed buildings;
- Policy DM38: Archaeology and ancient monuments;
- Policy DM40: Historic landscapes, parks and gardens; and
- Policy S29: Infrastructure.

Consultations

167. All consultee responses received are available to view, in full, on the County Council's [website](#). A summary is provided below. Organisations / consultees / County Council officer advice are presented alphabetically.
168. **Alton Town Council:** Object on the following grounds:
- An unacceptable overdevelopment of the site where the form and mass of development is excessive given the scale of the existing building and that of the immediate properties within close proximity of the proposed development;
 - Insufficient regard is paid to the amenities and character of the area and its close proximity to the South Downs National Park;
 - Represents creeping industrial development in the open countryside;
 - An unacceptable intrusion of development outside of the settlement boundary in the open countryside to the detriment of the natural beauty of the East Hampshire Area of Outstanding Natural Beauty which acts as a gateway to the South Downs National Park Authority;
 - Detrimental visual impact on the villages of Upper and Lower Froyle (within conservations areas) and to the Grade II listed Bonhams Farm, causing adverse heritage impact;
 - Lack of clarity of the supply area for the waste for the development and what happens to any residual waste or by-products of the incineration process which is classified as residual;
 - No proposed use for generated heat;

- Increase in carbon emissions for additional HGV movements;
 - Proposal at odds with the Hampshire County Council, East Hampshire District Council and Alton Town Councils Climate Emergency declarations;
 - The longer-term requirement is at odds with the published targets of Hampshire to meet its obligation of recycling 65% of the county's waste.
 - The risk of pollution and impact on the air quality and in particular, the particulates that will be emitted from the chimneys to the detriment of residents in both the immediate area and that of the surrounding communities;
 - Disappointment that the electricity generated will not be serving the local Community and is not forming part of a District Heating Plan;
 - Disappointment of the Transport Plan submitted by the applicant; and
 - Raised a number of requirements for legal agreements for the development should it be minded to approve this application including:
 - A requirement to include a Heat Distribution system;
 - An obligation to protect levels of local employment on the site;
 - A requirement to restrict vehicle movements so that HGV movements would not be permitted via the B3006 and B3004;
 - Independent on-going scrutiny of all Plans and Operations throughout the lifetime of the site's operation;
 - A requirement to ensure that there is no initial or on-going threat to biodiversity which will require monitoring to ensure the scientific measurement of the variety of species, habitats, and ecosystems at this location is protected thus enabling the countryside to continue to flourish in order to provide the necessary protection from other threats, like pollution, flooding and climate breakdown.
169. **Basingstoke & Deane Borough Council:** Object to the proposal on the grounds of the adverse visual impact on the landscape from within Basingstoke and Deane Borough. Added that if the proposal is considered acceptable by the County Council then the Borough Council support the conditions suggested in the Highway Authority response.
170. **Beech Parish Council:** Object on the following grounds:
- Unsuitable location;
 - The plant will produce unhealthy emissions from a site that is located too close to Holybourne and Alton; and
 - Emissions are likely to have an adverse health effect on all settlements within a 10-mile radius of the facility.
171. **Bentley Parish Council:** Object on the following grounds:
- The applicant is unable to give details of the sources of waste;
 - Concerns that waste will be imported from outside Hampshire and possibly from outside the UK;
 - Concern that the economics of the ERF are uncertain, particularly if the Government introduce taxes on incinerated waste to encourage more recycling;

- Provision of recovery capacity far in excess of the requirements of the Hampshire Minerals and Waste Plan so there is not a demonstrated need;
- Landscaping proposals are clearly at odds with the natural topography of the Wey Valley and the views from the South Downs National Park;
- Unacceptable in terms of visual impact;
- Bentley is particularly sensitive to the risks of contamination to the River Wey, a chalk stream, flowing through our parish.
- Surface and ground water impact assessments appear to be inadequate;
- The impact on a number of conservation areas to the north-east of the site;

Air Quality

- A major concern to the health and wellbeing of local residents;
- The air quality assessments appear to be inconsistent and there are serious omissions in the assessment for the effects on wildlife;
- Bentley is leeward of the proposed site and extremely sensitive to possible air pollution resulting from the proposed development;
- Air pollutant measurements from other, much smaller Veolia energy recovery sites show that these sites emit Oxides of Nitrogen, Sulphur Dioxide and Hydrogen Chloride. Modelling indicates that there will be similar emissions from this facility. Therefore, have deep concerns that the health and safety of communities down wind of this site will be affected by similar discharges;
- Need for full information about the potential for accidental leakage at this facility based on operational histories of similar sites;
- As a previous application for a similar facility on this site was rejected due to concerns about air quality for surrounding communities; and
- The study report admits that there will be “conspicuous” “intermittent water vapour plumes” dependent on weather conditions from the proposed ERF stacks.

Visual Impact

- Concerns about the visual impact to the area, especially given its proximity to the South Downs National Park (SDNP);
- This large industrial facility clashes with the rural nature of the area;
- Visual impact of the stacks, both day and night from aircraft lighting;
- Detrimental visual impact of the proposed building;
- Impossible to disguise by any screening, spoiling views from the South Downs National Park and the local rural aspect.
- The site is too small for there to be any effective landscaping to disguise or hide the facility;
- Adverse ‘attractiveness’ of the proposed development, given the limited space available for any suitable landscaping;
- The proposed development is out of scale with the surrounding countryside and not compatible with the setting;
- Light and noise are acknowledged but there is no definite plan to deal them;

- Night-time activity a particular concern; and
- Adverse visual impact of the site's grid connection.

Traffic and Transport

- Increase in site HGV movements from 128 movements to 216 movements per day will have a significant effect on traffic flow through Bentley;
- Adding safety impacts and further congestion to the village;
- Impacts during construction with the daily vehicle movements of 566, including 100 daily HGV movements;
- Cumulative impact of increased traffic around the village when combined with recent and proposed residential developments in the area;
- A more efficient site entrance for lorry traffic approaching from the west is required should the proposal proceed;
- Objections to the continued turning arrangement in Bentley; and
- Visible gas plumes from the proposed facility could impair visibility to both road vehicles and rail services that both run very close to the site.

Environment

- The application appears to be dismissive of the effect of noise and disturbance on the local communities and environment. Veolia appear to have no interest in the effect of this proposed facility on the local area;
- The River Wey is an important wildlife corridor in the area and potentially under further pressure from this development;
- Concerns that it will increase pressure on wildlife in and around the Wey Valley designated sites. In particular, impacts on Bentley Station SSSI, Alice Holt Forest and the South Downs National Park;
- Water contamination is a serious risk to ground water and the nearby river;
- Concerns that there has been no flood risk assessment in the scoping study;
- The development will require excavations into a principal aquifer with the risk of ground water contamination;
- Concern over the change of use of this site, effectively replacing "clean" recycling waste with "dirty" waste will lead to waste odours both to local communities, road and rail users; and
- Potential for an increase in rodent activity in local communities and farms.

Operations

- Request that gas monitoring from the stacks is required, will be continuously maintained and data kept publicly available for inspection;
- Wish to see procedures for the disposal of residual products after incineration;
- District heating network is being sold as a headline benefit of the ERF project but, in fact, without subsidy, for which the project will not qualify, the heating plan is not economically feasible. Therefore, generated heat is to be wasted; and

- The project gives no details of water supply to the plant for power generation;
172. **Binstead Parish Council:** Object on the following grounds:
- Completely out of place in this rural location;
 - Visual impact would amount to desecration of this beautiful countryside;
 - Any amount of screening or a laughable attempt to camouflage;
 - The proposal is within 1km of the South Downs National Park. This application flies in the face of the SDNP policies;
 - Adverse impact on the South Downs National Park International Dark Skies Reserve;
 - Will have a severe impact on the local low light and noise in adjoining areas;
 - The increased traffic movements and road design will undoubtedly have an affect not just on the A31 and other major roadways to the site;
 - Increased traffic creates more local air pollution;
 - Long distance HGVs waste delivery with very high waste miles resulting in high carbon emissions and is not environmentally friendly;
 - Creation of dangerous toxins and pollution;
 - The by-product ash and effluents must still be disposed of;
 - The claimed residual low-level pollution is not measured accurately and the long-term effects unknown;
 - Concern of discharge, pollution and contamination of bacteria and poisons into local flood plains and possibly the River Wey. Local farms and some residents feed from these natural water supplies;
 - Contrary to the Hampshire County Council has declared a Climate Emergency;
 - How will the proposal meet the government's view to reduce carbon emissions to about zero;
 - Waste heat from this facility is not being recovered;
 - Once a significant proportion of plastics is used as fuel then this incineration is as bad as burning coal;
 - No plans for a replacement MRF;
 - The need to do more recycling not less;
 - The existing facility should be modernised, not demolished;
 - Hampshire residents require the council to be driving a much more ambitious greater recycling/recovery agenda, and Hampshire County Council must not be facilitating others not to do likewise;
 - A long-term contract for an incinerator incentivizes poor behaviour and is incompatible with an environmentally friendly future;
 - Hampshire now has sufficient incineration and there is also enough capacity nationally.
 - ERF disincentivise waste reduction and recycling. Landfill or incineration should be the last resort, and as waste is reduced will be needed less;
 - Proposal is for Veolia's commercial capital gain. It is not a strategic national requirement and the local population do not want it;

- The County Landscape Department, Indigo, CPRE, and independent landscape consultants commissioned by No Wey Incinerator, all believe the impact of Veolia's proposals on the rural landscape is totally unacceptable in terms of scale, mass and character;
- Conflict of Interest following freedom of Information requests, it was noted that Hampshire County Council's landscape team objected to the proposal but was asked to down grade an objection proving bias towards Veolia;
- Hampshire County Councils transparency regarding Veolia and Project Integra falls well short of that expected from a public body;
- Little detail about Hampshire County Councils waste strategy is publicly available;
- The UK's Net Zero targets mean that the UK, and individual counties have a finite 'budget' of CO₂ emissions. Concern that a massive share of this CO₂ 'budget' will be used in running an unneeded incinerator for 30+ years. Veolia has not provided evidence that carbon capture and storage is practicable or economic at this small isolated rural site;
- Lack of need for the ERF;
- Veolia's response on World Health Organisation guidelines for air quality. only considered Particulate Matter (PM_{2.5}) but the WHO guidelines refer to a range of pollutants; and
- Concerns about Veolia plans to apply for capital grants and loans;
- The applicant has made clear that a heat network at this location would not be economically viable, which is unsurprising, given the sparsity of local settlements.

173. **Chawton Parish Council:** Object on the following grounds:

- Increased traffic;
- The incinerator proposed will serve the whole of the South of England not the local area;
- Incineration results in high levels of greenhouse gas emissions. For every tonne of waste burned, typically around one tonne of CO₂ is released into the atmosphere, this is more than if the waste were sent to landfill;
- Incinerators emit many toxins and pollutants that are invisible to the human eye but harm local air quality. Local residents' health and wellbeing should be risked in this way;
- Risk of ground water pollution: The proposed site falls within the flood risk area of the River Wey and the plans include the digging of a 14m deep bunker into the Principal Aquifer. There is a risk of surface and groundwater pollution;
- Incineration harms recycling and is a barrier to the circular economy: The focus should be on maximising re-use and recycling;
- The application does not show consideration of alternative sites;
- This facility is not designed to deal with local waste but will import waste. The site is not located close to the source of much of the waste;
- The proposal falls into the bottom bracket of the 'waste hierarchy';
- The application shows that the heat from this incinerator is not commercially viable to reuse locally. This means the proposal falls firmly

into 'disposal' the bottom bracket of the 'waste hierarchy'. As a recycling facility currently exists on the site, how has this test been met?

- Due to its scale, height and industrial character, the proposal would have a substantially significant landscape and visual impact, adversely affecting the countryside. It would be impossible to adequately screen a building of this size;
 - The incinerator would damage the historic environment and built heritage; and
 - Development would adversely impact on Public Rights of Way.
174. **Civil Aviation Authority:** No objection. Provides guidance on cranes and lighting and recommend consultation with the Local Emergency Air Support Units.
175. **Councillor Glen:** Objects on the grounds of the wide dispersal of air-born particulates from the proposed development.
176. **Councillor Joy:** Objects on the following grounds:
- Lack of clarity and detail of the application;
 - The proposal is in conflict with the objective of increasing recycling, further reducing Hampshire's underperformance in recycling;
 - EfW represents almost the last resort other than landfill;
 - The proposal is in conflict with circular economy and climate change action;
 - Lack of need, application cites supply from outside the county – increasing carbon emissions from HGV movements;
 - This is a commercial ambition undermining Hampshire's real needs;
 - HGV routing needs to be robustly controlled;
 - Veolia make reference to opportunities to utilise generated heat based on possible settlements in the A31 corridor. It is disingenuous to attempt to add credence to this application by considering it as a driver for residential /industrial development; and
 - Disastrous detrimental impact on the landscape and setting of Alton, it's surrounding villages and the tranquil and precious Northern Wey Valley.
177. **Councillor Kemp-Gee:** Objects on the following grounds:
- Disproven/lack of need;
 - Site is not located near supply, unsustainable HGV movement from outside the county;
 - Landscape and visual impact to countryside and South Downs National Park;
 - Lighting impacts on the countryside and South Downs National Park;
 - Counter to the circular economy, not driving waste up the 'waste hierarchy';
 - Detrimental to the need for recycling facilities in the county;
 - Lack of consideration of alternative sites;
 - Lack of consideration of traffic safety, impacts and mitigation of HGVs and its impact on local settlements;
 - Lack of proposal to utilise the adjacent railway line;
 - Siting is contrary to NPPF paragraphs 127 and 170;
 - Carbon emissions; and

- Adverse pollution impacts.
178. **Councillor Oppenheimer:** Was notified.
179. **Councillor Mocatta:** Objects on the following grounds:
- Disproven/lack of need;
 - Unacceptable scale;
 - Inappropriate location;
 - Landscape and visual impact on the local area including on South Downs National Park;
 - Siting is contrary to NPPF (2019) paragraphs 127 and 170;
 - Traffic-related pollution impacts; and
 - Carbon emissions.
180. **County Arboriculture (Hampshire County Council):** No objection to the proposal on arboricultural grounds as long as the tree loss is limited to that stated in the arb implications assessment reference JCA 15934-A/AJB and the measures set out within it are fully adhered to, including fencing. Notes the loss of a row of young hornbeams (G13) but the proposed landscaping offers sufficient replacement to achieve acceptable canopy cover in time. A Tree Protection Plan to show how retained trees will be safeguarded and a fully resourced landscape establishment plan, to include watering regimes to enable young trees to establish, is required for a minimum of five years. This is to ensure that the proposed landscape can be delivered in full.
181. **County Archaeologist (Hampshire County Council):** No objection.
182. **County Ecologist:** Provided comments. Indicated that the outline management is, at this stage. Requirement for a pre-commencement Construction Environmental Management Plan (CEMP) should pick up all the issues listed with the Natural England (August 2020) and also the measures outlined within the ES and additional submission with respect to protected species. A section 106 agreement will be required including a detailed management plan for the offsite mitigation/enhancement being a key issue.

The County Council has undertaken a Habitat Regulations Assessment and Appropriate Assessment. Potential effects have been examined further under Appropriate Assessment and following the submission of further information regarding additional traffic movements on the A325 as in order to determine whether emissions from the additional traffic on the A325 in combination with the emissions from the proposed development would exceed the 1% de minimis screening threshold and am now confident in our conclusion that no impacts to the designated sites are likely as a result of the proposal.

Further information submitted on protected species gives confidence that the habitats have been adequately assessed and that sufficient measures to protect and enhance the existing population on site are in place. This

additional information will need to be referenced in the relevant information for the purposes of enforcement as that are some details that superseded that provided within the original planning submission.

Welcomed the proposals put forward for offsite net gain created at Abbey Fruit Farm, Netley. This will need to be secured through condition or preferably section 106 to achieve the detail and flexibility that a long-term management strategy can achieve.

183. **County Landscape Architect (Hampshire County Council):** Object on the grounds of an unacceptable visual and landscape impact.

It is considered that the proposed development is not sufficiently sympathetic to the surrounding landscape setting of the HILCA 3f: River Wey and its valley sides and the proposed development is therefore contrary to Paragraph 127 of the NPPF. It is considered that the proposed development on this site, in terms of its scale, massing and character, causes an unacceptable adverse visual impact and does not enhance the distinctive character of the Hampshire landscape within which it sits, and is therefore considered to be contrary to policies of the Hampshire Minerals and Waste Plan. The proposal represents a different landscape and as such is an incongruous form of development. The 80m stacks are also significant features that break the flow of this gentle valley landscape.

The total information submitted by the applicant constitutes a competent and essentially comprehensive assessment of the Landscape and Visual impact of the proposed development. However, an objection is maintained on landscape grounds. It is considered that the submission of additional information on 14 December 2020, along with the original submission provides an essentially comprehensive, clear, and generally accurate picture of the landscape and visual impact of the proposed development. It is considered that the proposal would not exert an adverse impact on the landscape character of the South Downs National Park as a whole, which is the highest national landscape designation, although it does have localised impacts to the northern edge of the Park.

The visual impact of the development on Registered Parks and Gardens in the surrounding East Hampshire landscape, is low.

Emissions will be seen against the sky, and it is considered that these emissions will draw a viewer's eye to the proposed development and therefore increase perception of the proposed development and its adverse visual impact.

Information on the proposed impact of night-time lighting is compliant with the Institute of Lighting Professionals, 2011 Guidance Notes for the Reduction of Obtrusive Light for National Park receptors. It appears that all lighting is directed downwards from approximately the lower third of the building and illuminates hard standing areas. The ES states that "lighting of the Proposed

Development would be less intensive than for the existing MRF, due to the use of more modern and better designed lighting, infrared CCTV cameras and night-mode operation. As such there would be visual benefits at all viewpoints within the SDNP at night as, existing lighting levels at the site would be reduced as a result of the Proposed Development”.

It is clear that a great amount of consideration has been put towards visually reducing the impact of the building bulk. It is an interesting, innovative, and striking building. That the green walls could display seasonal changes in colour could also be useful in helping the building integrate with the landscape at different times of the year. The applicant demonstrates experience of managing green walls of this scale, although the sustainability of high volumes of water for irrigation required during dry weather is questioned.

The landscape proposals include retention of the existing tree cover around the perimeter of the site, planting of new native trees and hedges, new species-rich grassland, and new wet grassland and marginal planting within the proposed drainage pond. Offsite mitigation planting is not proposed. The applicant has no control of the future maintenance and management of the screen planting along the boundary of the A31, as it is within the ownership of others. The landscape planting choices for the native structure planting are acceptable in principal but, it is recommended that native planting is used throughout, and therefore the proposals for ornamental low maintenance ground cover planting around the car park edges should be revised and substituted for a native woodland/hedgerow edge species planting mix. Full details of the landscape proposals, with a 25-year management and establishment plan including management and maintenance of the green walls, should be made a condition of approval.

The Grid Connection route shows a simple and direct connection in verges alongside the A31 and PROW to Mill Lane Sub-station. Attention should be paid to avoid damage to the roots of trees and hedgerow species, and details of construction methods and tree root protection would be required as a condition of approval.

184. **CPRE:** Objects on the following grounds:

- The development’s detrimental impact on reducing MRF facility capacity and having a detrimental impact on the already poor recycling rates in Hampshire;
- Concern that it will impact upon the necessity and ambition to progress recycling further up the hierarchy and will not incentivise any improvement;
- Will deter reuse and recycling and tend to perpetuate release of CO₂ into the atmosphere contrary to climate change ambitions;
- Only incinerate waste as a very last resort;
- Lack of need for the proposal;
- The Chickenhall Lane MRF cannot be seen as an available alternative facility to the Alton MRF Plant, at least for several years;
- The focus of waste policy in Hampshire needs to be on improved recycling of waste;
- The carbon impact of the proposal has not been justified;

- Concerns that the green walls would not be able to be maintained sufficiently throughout the lifetime of the development, and in themselves are very large structures alien to the landscape and do little to mitigate the landscape and visual impact of the boiler house and nothing to mitigate the landscape and visual impact of the twin stacks;
- Continues to maintain that the tract of land described in Appendix A to CPRE Hampshire's original Response is an NPPF Valued Landscape.
- Considers that as an NPPF Valued Landscape assigned a medium/high value in the East Hampshire District Council Landscape Capacity Study, and within the landscape and visual setting of the SDNP, this tract of land must be treated as of High Sensitivity;
- Considers that the impact of the boiler house and/or stacks on the publicly accessible locations spread over this NPPF Valued Landscape of High Sensitivity would be significant, and major or major-moderate adverse, with or without the Green Walls;
- Considers that the proposal would have significant adverse impacts on the SDNP and its setting and would not further National Park purposes;
- Assessment of carbon content of the waste to be processed by referring exclusively to waste collected in Wales. It is extremely unlikely that any of this waste will be processed by the plant and no effort is made to assess the carbon content of the waste that might actually be processed;
- Inappropriate carbon assessment based upon landfill not recycling;
- Consider that the development is detrimental to recycling and pulls waste down the waste hierarchy;
- Consider that the development is not sustainable, its net carbon benefit will likely diminish over time;
- Concerns that the development does not include heat recovery;
- Lack of need for local electricity generation;
- No consideration of renewable energy generation on the Site;
- Contrary to Policies 5 (Protection of the countryside) and 29 (Locations and sites for waste management) of the HMWP (2013);
- A piped discharge to the nearby (130m) River Wey is envisaged. This should not be allowed, but treated, stored and monitored infiltration, with appropriate discharge consents from the Environment Agency, should take place instead;
- The origins and movements of the commercial waste cannot be predicted as there are no provisional contracts in place; and
- Use of the B3006 through Selborne, is totally unsuitable, or any of the rural roads linking the A31 to Bentley Froyle, Holybourne or Binsted, whether during the construction or operational phase; and
- The need for the application to be considered against the revised NPPF 2021 and drawing attention to the changes to paragraphs 174 and 176.

185. **East Hampshire District Council, including Conservation Officer:**

Objects on the following grounds:

- Impact on the character and appearance of the local and wider landscape;
- Impact on the setting of the Upper Froyle Conservation Area;
- Impact on heritage assets and specifically Bonham's Farmhouse;
- Does not accord with the East Hampshire's Climate Strategy 2020-2025;

- Impact of HGV movements;
- Lack of need;
- Heat generation would be wasted;
- Lack of information and certainty on connecting the site to the national grid;
- Emissions;
- Disposal of toxic residue;
- Loss of jobs; and
- Impacts on the aquifer.

The District Council also provided a list of the issues covered by the 91 third party objections received by Council. These are covered in the [representation](#) section of this report.

186. **Environmental Health (Pollution) (East Hampshire District Council):** No objection subject to conditions relating to the submission of a Construction Environmental Management Plan and a detailed operational noise mitigation scheme.
187. **Environment Agency:** No objection subject to conditions relating to the submission of a Remediation Strategy, a site investigation scheme, results of the site investigation and the detailed risk assessment, and verification plan as well as contamination, drainage systems, use of piling and the construction of the underground bunker. They also highlight that the need for the proposed development may require environmental permits for waste and/or foul drainage and must comply with the Oil Storage Regulations.
188. **Esso Southampton to London Pipeline Project:** No objection subject to an informative being added to any permission that maybe granted to alert the applicant to the Development Consent Order proposals and to encourage close liaison over the respective construction proposals so as to minimise any potential impacts.
189. **Farnham Town Council:** Objects on the following grounds:
- Lack of consideration of alternative sites, making the Environmental Statement invalid;
 - The Transport Assessment study area is too limited and does not consider impacts on the A3, A325, A331, A287 or local 'B' roads;
 - Cumulative traffic impacts on Farnham and its heritage assets, based upon the significant amount of HGVs transporting waste supply from the north and east, through Farnham;
 - Emissions and pollutions impacts of increased traffic, air quality from traffic is not addressed in the ES;
 - Emission and pollution impacts on health and safety of residents of Farnham; and
 - Adverse landscape and visual impacts from the building and stacks;
 - Proposal is inappropriate in this setting and out of place in this rural location, being visible from 10km above ground and requiring deep excavation into the water table close to the River Wey; and

- Raised concerns that the council was not consulted as a statutory consultee.
190. **Hart District Council:** No objection.
191. **Hampshire Fire and Rescue:** Provided comments and set out recommendations relating to access for high-reach appliances, water supplies, fire protection, the testing of fire safety systems and fire-fighting and the environment.
192. **Hampshire Wildlife Trust:** Was notified.
193. **Historic England:** Raised the following concerns on heritage grounds and asked that this to be taken into account in determining the application:
- Locating such a facility in the location proposed will inevitably harm the significance of the Grade II* listed Bonham's Farmhouse;
 - This development would harm the significance / setting of Bonham's Farmhouse. This impact is shown to increase in winter, with the stacks and main building's presence becoming more easily discernible, eroding the historic rural setting to such an extent that at least a moderate level of harm is caused to the Farmhouse's significance;
 - The Applicant does not identify any heritage benefits associated with the proposals to contribute to the weighing exercise; and
 - The requirement of the 1990 Act to have special regard to the desirability of preserving a listed building and its setting and paragraph 193 of the NPPF to give great weight to the conservation of a designated heritage asset means that heritage issues raised by the proposal must be taken very seriously;
 - It is for the Council to conclude whether the public benefits of such a plant outweigh the identified harm to this building as required by para 196 of the NPPF.
194. **Farnborough Airport:** No objection.
195. **Farringdon Parish Council:** Objects on the following grounds:
- The adverse, cumulative impacts of the incinerator to the local area: health risks, pollution, noise, disturbance, traffic issues, smells and fumes and ecological harm;
 - The size of the building will be impossible to screen and mitigate impacts;
 - At least 4m of the bunker being located beneath the water table in an aquifer;
 - Lack of need;
 - Proposal discourages recycling and replaces a recycling facility- against Government policy and Hampshire's target recycling rates;
 - Site is not located close to waste sources;
 - Increase in HGV movements and associated pollution and air quality;
 - Proposal does not seek to use the generated heat;
 - Lack of consideration of more suitable sites;

- Burning commercial waste will affect local public health and goes against decarbonisation commitments; and
 - Visual impact and landscape impacts on the National Park.
196. **Four Marks Parish Council:** Objects on the following grounds:
- The impact on the local and wider landscapes remains deeply concerning and the development of the proposed Materials Recovery Facility would clearly adversely affect and impact the character and appearance of the east of Alton Wey valley area and South Downs National Park;
 - Impact on local heritage assets;
 - No consideration of other locations;
 - Lack of need;
 - There are no positive local or environmental benefits;
 - There is a shortage of recycling facilities within Hampshire. Burning waste rather than recycling will set back Hampshire County Council's pledge to reduce the carbon emissions to zero, due to the proven and evidenced reduction of recycling volumes where incinerator options are introduced;
 - Concern also remains on the inevitable increase in HGV movements along the A31, A32 and A339, which would also have a negative effect on the proposed reduction of carbon emissions; and
 - No consideration has been given to a temperature inversion which could trap high levels of pollution in the Wey valley.
197. **Froyle Parish Council:** Objects on the following grounds:
- Site is not suitable for the size and scale of the proposal;
 - Visual and landscape Impact: scale, rural location, South Downs National Park (SDNP), contrary to Policy 5 (Protection of the Countryside) and 13 (High-quality design of minerals and waste development)) of the [HMWP \(2013\)](#), as it does not enhance or maintain the distinctive character of the landscape;
 - Insufficient consideration of landscape and visual impact to viewpoints beyond 2km and to residents beyond 1km;
 - Harm to designated heritage assets;
 - Highway impacts;
 - Lack of need and no replacement of the existing Materials Recycling Facility (MRF), a loss of county/local recycling capacity;
 - Loss of employment;
 - Not sustainable, contrary to Government and Hampshire waste strategy based on the 'waste hierarchy', with a rising escalation of waste transport miles to supply the site;
 - Environmental and ecological impact - noise, emissions, pollutants, damage to ecosystems and water;
 - Detrimental lighting impact to dark skies;
 - Poor past performance of the operator on this site;
 - The proposed location is totally inappropriate for an industrial facility of this size and scale and this view is endorsed not only by the County Council's own independent landscape consultants Indigo but also by the County Council's own landscape department;

- The quality of the information provided by the applicant is now starting to be called into question and demonstrating that their arguments for mitigation are not sustainable;
- The proposed 'living wall' is not supported by details of the planting scheme;
- The LVIA is unfit for purpose;
- No proven need for the proposal – moves to increase recycling, lack of demonstrated need, lack of information on the sources of waste that the facility would process;
- The implications of taking waste from other authorities outside Hampshire have not been assessed re compliance with local planning and waste management policy;
- The County Council is reviewing its recycling strategy and will incorporate the results of this into the design of a new MRF that is required to replace the existing Alton MRF before this ERF construction can proceed. This new recycling strategy must improve on Hampshire's woeful recycling record compared to other authorities and the 65% statutory recycling target, yet it will be doomed to failure if, as demonstrated in other countries, additional incinerator capacity is built in the county making it is easier and cheaper to burn than recycle;
- Any requirement for additional EfW capacity to manage Hampshire waste can and should be met by shipping any excess waste from Hampshire to an underutilised facility elsewhere in the South East and not through the construction of additional EfW commercial capacity within the county;
- The lack any beneficial use of the waste heat in the local area;
- Hampshire County Council asked for Veolia to respond to the recently published World Health Organisation (WHO) guidelines for air quality. Veolia's response only considered Particulate Matter (PM_{2.5}) but the WHO guidelines refer to a range of pollutants;
- Lack of any long-term target to reduce emissions due to the ongoing negative impact on the health of residents and local ecology;
- Why build a polluting form of power generation when the drive is to cleaner, renewable energy?;
- Why waste time and money trying to justify a facility that cannot meet future needs and obligations?;
- The plant tangibly fails to contribute to any of the County Council Climate emergency and UK Government commitments to carbon zero targets;
- Any ERF on this site must be future proofed and the applicant required to design and build it in compliance with the new legal requirements including CCS;
- Approval of an unsightly and unnecessary ERF that will not be operational before the Environment Bill comes into force and will be operating for 30 years on waste need and emissions criteria set in the 2010's is totally inappropriate for the period to 2060 during which this plant will operate. The direction of travel for Hampshire, UK and the world is clear and it does not include new waste incinerators; and
- Conflict of interest due to the County Council's long-standing close strategic and commercial relationship with Veolia. The recent suppression

by the County Council of its Landscape department's objection to the location for over six months until forced to publish as a result of a Freedom of Information request, only deepens these concerns.

198. **Grayshott Parish Council (Surrey):** Object on the following grounds:
- The scale, layout, form and appearance of the proposed incinerator are not appropriate to the landscape of the Wey Valley;
 - Will have a significant adverse visual impact on the historic Wey Valley, as well as on the setting of the South Downs National Park;
 - Veolia have not undertaken a full and proper assessment of other locations that could be reasonable alternatives to the proposed site;
 - No evidence has been provided that Hampshire needs a fourth incinerator to manage the county's waste;
 - Veolia have refused to take any responsibility for ensuring the proposed incinerator does not burn recyclable waste;
 - Burning waste from across the South of England will be a major setback to Hampshire County Councils' climate emergency pledge to reduce the county's carbon emissions to net zero by 2050; and
 - Veolia's claim that the incinerator will emit less carbon dioxide than landfill is disputed by environmental experts.
199. **Hawkley Parish Council:** Object on the following grounds:
- Significant impact of increased HGV movements;
 - Do not view S106 legal agreement for vehicle routing will be enforceable;
 - Site is inappropriate; and
 - Unacceptable environmental, ecological and visual impact.
 - Note the high volume of comments made including those by other neighbouring Councils, the vast majority of which strongly reject the proposal;
 - Impact of the forecast increase in the volume of HGV traffic on the B3006 through Empshott and onward to Selborne;
 - Despite through HGV traffic being prohibited, today the B3006 carries perhaps 18-20 HGVs every week; the proposed development is forecast to add a further 136 HGV movements every week - a seven-fold increase. Despite that traffic being illegal, the proposal is clearly preposterous; and
 - Concerns that a formal lorry routeing would in practice be enforceable – nor enforced.
200. **Kingsley Parish Council:** Object on the following grounds:
- Development is excessive in size for the site;
 - Is inappropriate in the surrounding rural environment;
 - Detrimental impact on the local rural area and the South Downs National Park;
 - Significant effect on landscape and visual impacts;
 - No consideration of alternative sites;
 - Concern over additional traffic movements in the surrounding area; and
 - Concerns with regards to levels of emissions and air pollution.

201. **Lead Local Flood Authority (Hampshire County Council):** No objection, subject to conditions relating to the construction of the drainage system and the requirement for details for the long-term maintenance arrangements for the surface water drainage system.
202. **Local Emergency Air Support Units:** Was notified.
203. **Local Highway Authority (Hampshire County Council):** No objection subject to the formal routing strategy for HGVs being secured by section 106 legal agreement and conditions relating to the submission of details for temporary highway works necessary for the construction of the site, a Full Travel Plan, a Construction Traffic Management Plan and information on HGV routing for both construction and development traffic being submitted to and approved in writing by the Local Planning Authority via a section 106 Legal Agreement.
204. **Long Sutton & Well Parish Council:** Objects to this proposal. No formal notification of this proposed development by planning authority or applicant. Object on the following grounds:
- Visual impact on parish and wider landscape of the Wey Valley;
 - The additional HGV traffic the development would generate on the A31 and adjoining road network and on the air quality of the wider area;
 - Development of this type, size and scale is completely out of keeping and wholly inappropriate for the proposed location, a predominantly rural, agricultural area, less than a mile from the northern boundary of the South Downs National Park;
 - Substantial increase in heavy goods vehicle traffic from the present daily level thus adding considerably to traffic levels, noise and air pollution in the general vicinity;
 - Incineration is a poor and inefficient way of disposing of waste and generating electricity, creating carbon emissions and toxic gases and, although the application says it would be 'capable of exporting heat...', none is proposed;
 - The applicant has no control over land owned by others in order to access grid connectivity;
 - Lack of local heat users;
 - If permission is granted it would likely be as only an 'incinerator' of South East commercial and industrial waste with no ability to supply energy; and
 - The proposal is in conflict with the Hampshire recycling target of 60%;
 - As the application makes clear, the facility would be intended primarily for commercial and industrial waste originating not only from Hampshire, but across the wider South East; and
 - Lack of formal notification of this proposed development, nor has it been included in the consultation exercise conducted by Veolia.

205. **Ministry of Defence / Defence Infrastructure Organisation:** No objection subject to a condition for the submission and approval of a Bird Hazard Management Plan.
206. **National Air Traffic Services (NATS):** No safeguarding objections.
207. **Natural England:** Requested conditions on CEMP and a Biodiversity Ecological Management Plan. Natural England is satisfied there will be no likely significant effects from air pollution upon the integrity of Shortheath Common Special Area of Conservation (SAC). No objection on air quality grounds. Advised that it had no comments to make with regard the HRA and was satisfied with the conclusions. The developer has made provision for Biodiversity Net Gain in the region of Shortheath Common SAC. Natural England advise that this BNG is secured by condition or some other method as part of this planning application. Natural England confirmed that it had no comments to make with regard the HRA and was satisfied with the conclusions.
208. **Network Rail:** No objection. Due to close proximity of the proposed works to operational railway and land, requests the applicant contacts Network Rail's Asset Protection and Optimisation (ASPRO) team prior to works commencing if permission is granted to provide the information stated in the response.
209. **Odiham Parish Council:** Concerns were raised regarding the potential increased traffic through Odiham and North Warnborough but no objection was made to the overall application.
210. **Public Health England (PHE):**
- Public Health England (PHE) has published a position statement on the impacts on health of emissions to air from municipal waste incinerators. This concluded that 'modern, well managed incinerators make only a small contribution to local concentrations of air pollutants. It is possible that such small additions could have an impact on health but such effects, if they exist, are likely to be very small and not detectable';
 - PHE is satisfied that the applicant has approached the Environmental Impact Assessment (EIA) in a manner consistent with the UK requirements. They have utilised a satisfactory approach and methodology to predict the likely emissions, distribution of a range of key pollutants, and the impact on the local environment and receptors;
 - Recommendation that the regulatory authority ensures that it will operate to Best Available Techniques (BAT);
 - PHE will be consulted as part of the Environmental Permitting process and will further consider emissions and control measures and make additional comments at that time;
 - Requirement of all relevant Local Authority Environmental Health (EH) to have due regard to Statutory nuisance from the demolition, construction and use of the site including noise, odour, dust, etc; and

- Requirement of all relevant Local Authority EH to have due regard to assessment and mitigation for any added air quality impacts compounded by vehicle emissions.
211. **Public Health (Hampshire County Council):** The applicant should have regard to:
- The requirements of all of the relevant Local Authority Environmental Health (EH) Department regarding Statutory Nuisance, which may arise during demolition & construction or use of the site, from noise, odour, dust or other effluvia or particulate matter;
 - The requirements of the relevant Local Authority EH Department regarding assessment and mitigations, where appropriate, for any added air quality impacts which will compound vehicle emissions. It is recognised that the Environment Agency will be a relevant Authority in relation to the emissions from the activity; and
 - It is acknowledged that the applicant has submitted a socio-economic impact assessment. However, it would be relevant to consider impact on health and inequalities in communities, where there is sufficient evidence to do this.
212. **Rights of Way Manager (Hampshire County Council):** No objection.
213. **Selborne Parish Council:** Object on the following grounds:
- that any public benefit of the proposal is outweighed by the significant harm to the landscape, including the South Downs National Park;
 - The regional and national need for the facility is not sufficient to justify the development at this particular site;
 - The reliance of the Transport Assessment upon the use of the B3006 as a route to/from the site is flawed because there is a 7.5 tonne weight limit on the road;
 - Number of long-distance HGV movements and their environmental impacts;
 - Adverse impact from lighting on dark skies and the National Park;
 - Other matters relating to the environment, connection to the national grid, loss of the MRF, potential impacts on the aquifer, lack of consideration of alternatives, and its wellbeing, demonstrate that the proposed development is the wrong kind of development in the wrong place and therefore, the proposal is contrary to policy.
214. **Shalden Parish Council:** Objects on the grounds of the safety impact of increased waste traffic and HGV movements to site using the A339, concerns that the development will be an eyesore and bring a risk of increased pollution to a rural area.
215. **South Warnborough Parish Council:** Object on the following grounds:
- Unsuitable location as the development cannot be achieved without significant unnecessary and unjustifiable harm;
 - The setting is a rural area including areas of high landscape and wildlife habitat value, protected in part as National Park;

- Significant negative impact on area of high environmental quality, including wildlife habitat value and protection of the South Downs National Park;
- The industrial size and scale of the development is excessive in context, with its rural location and relative to the existing commercial building and that of the immediate properties within the radius of the development;
- The development would result in a loss of recycling capacity, already in deficit, at a time of surplus of ERF capacity;
- Lack of need and the impact of the long-distance waste will be transported to the site; and
- The significant incremental increase in large HGV movements through local villages, will be intrusive and in conflict with the overall desire to limit pollutant impact on the environment.

216. **South Downs National Park Authority:** Objects and raises the following concerns. They recognise that the Applicant has made efforts to respond to previous concerns about the lack of a full assessment of the impacts upon the setting of the National Park, within the evidence underpinning the scheme:

- The negative impact upon the setting of the National Park in regard to visual harm caused to outward views across the Wey Valley towards the site.
- The proposed green wall on the building is unlikely to satisfactorily mitigate the visual harm given the scale and form of the building. In addition to the 80m high chimney, which would break the skyline in certain views, viewers' eyes would be drawn to the building to the detriment of the wider landscape character and setting of the National Park; and
- Negative impact from external lighting upon dark night skies. The effect upon perceptual qualities such tranquillity and dark night skies are important special qualities of the National Park to conserve and enhance. The illumination of the site is still likely to cause harm to the setting of the National Park in these regards.

The South Downs National Park Authority suggested conditions to be included if approval is given relating to species to be used in the green wall, colour/finish of materials and the lighting scheme taking into account the International Dark Skies Reserve status of the National Park.

217. **Surrey County Council:** Raise no objection subject to a condition requiring a pre-commencement submission and approval of a Construction Transport Management Plan (CTMP).

Surrey County Council, as local highway authority, considers that it needs to be consulted on such a scheme. Surrey County Council considers the principle impacts on the county of Surrey to be transport related, as well as the resultant emission impacts on air quality from the development (direct and from transport).

218. **Southampton Airport Safeguarding:** Was notified.

219. **TAG Aviation UK Ltd:** Was notified.

220. **Waverley Borough Council:** Objects on the following grounds:
- Long term health conditions associated with incineration emissions;
 - CO₂ emissions caused by burning waste is directly contrary to the Council's aims for achieving carbon neutrality by 2030;
 - Lack of need. There is already excess incinerator capacity in the UK and building more of this type of facility will result in the UK importing waste;
 - Hampshire already falls short of Government waste recycling targets and incinerating more will not help it achieve those objectives;
 - The proposal will result in 20-40,000 additional vehicles on local roads;
 - Cumulative impact with other development in both East Hampshire and Waverley, as well as in the Blackwater Valley and in Guildford, means that vehicular movements through Farnham and surrounding villages has already resulted in high levels of congestion and unacceptable levels of air pollution and impact on two existing Air Quality Management Areas;
 - Adverse impact on the environmental assets of countryside surrounding Waverley. Their importance is reflected by their national and local designations, and
 - Adverse impact on the Surrey Hills Area of Outstanding Natural Beauty and other nearby European nature conservation designation.
221. **Upton Grey Parish Council:** Objects on the following grounds:
- The burning of waste is unsustainable. Waste should be recycled. The continued use of incinerators is contrary to the Government's 'Waste Hierarchy';
 - Energy should be generated through renewable sources such as solar or wind energy;
 - The burning of commercial waste will generate thousands of tonnes of pollution in the local area;
 - Creation of 79,000 annual HGV movements which will add to the already busy road network and increase pollution levels;
 - The proposal goes against decarbonisation commitments;
 - Lack of a replacement recycling facility approved in the locality;
 - The exposed site lies less than a mile from the South Downs National Park boundary;
 - The proposed building is of an unacceptably large mass coupled with the extremely large building are the two proposed 80-metre-tall chimneys which, with the plumes of smoke / steam will be seen from a long way away, negatively impacting on the amenity of the area and the National Park;
 - The development will also waste generated heat. The application demonstrates is not commercially viable to reuse locally;
 - Lack of consideration of alternative sites with better screening and lower impact on the landscape; and
 - Given the restrictions of the site, there is very little by way of landscaping and screening to minimise the impact of the proposed building. This is unacceptable.

222. **Weston Patrick and Weston Corbett Parish Council:** Objects on the following grounds:
- The application is contrary to the government, Regional and District Council's policy of recycling;
 - Such a development will contribute to further global warming and carbonisation;
 - It is contrary to Natural England's policy on nitrates release;
 - Concern that a major local aquifer will suffer increased threat of pollution;
 - No evidence is offered on the adverse effects of the smoke plumes on rain washing down on agricultural production;
 - Runoff during construction into the catchment area of the River Wey;
 - Acidification and fly ash contamination to the River Wey from the pollution plumes rain wash down;
 - Voluntary CO₂ and toxic emissions when investment is required in recycling close to waste supply;
 - Impacts on the South Downs National Park.
 - This will visually blight the landscape;
 - Impacts on Jane Austin tourist trade;
 - No demand in an isolated rural area to justify an incineration plant on the proposed scale;
 - Significant adverse health effects from diesel-powered HGV traffic next to a children's hospital;
 - The plant, if built, if truly needed, should be located adjacent to demand;
 - No adjacent population to justify a district heating system; and
 - No comparative evidence of alternative sites is offered.
223. **Wield Parish Council:** Object to the proposal.
224. **Worldham Parish Council:** Objects on the following grounds:
- It would have significant detrimental impact to the surrounding landscape and visual qualities;
 - An unacceptable increase in HGV movements with a significant detrimental impact on the rural network of roads;
 - No alternative sites have been explored;
 - There will be a significant increase in emissions into the atmosphere; and
 - The proposed development is contrary to a number of local, regional and national policies from the Worldham Parish Plan, The East Hampshire District Council Local Plan, The South Downs National Park Plan, The Hampshire Minerals and Waste Plan (2013) and the NPPF.

Representations

225. Hampshire County Council's [Statement of Community Involvement \(2017\)](#) (SCI) sets out the adopted consultation and publicity procedures associated with determining planning applications.
226. In complying with the requirements of the SCI, Hampshire County Council:

- Published a notice of the application in the [Hampshire Independent](#);
 - Placed eight site notices of the application at the application site and local area each time the application was subject to public consultation;
 - 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 1,300 metres of the boundary of the Site. This is well in excess of the 100 metres required under the SCI.
227. As already set out earlier in the [Environmental Impact Assessment](#) section of the report, further rounds of public consultation took place as part of Regulation 25. All information was re-consulted upon in accordance with the SCI.
228. As of 3 February 2022, a total of 5,587 representations (in response to the original planning consultation and all subsequent Regulation 25 consultations) (from 4,038 individuals /interested parties/ groups /organisations) to the proposal have been received (outside of the consultees responses noted in the [Consultations](#) section). There were 11 representations received in support of the proposal and one representation provided comments. All other representations objected to the proposal.
229. East Hampshire District Council also provided a list of the issues raised in the 91 objections received directly by the Council. These issues are included below in the summary of response issues.
230. The application is one of the most significant applications, in terms of representations, that the Waste Planning Authority has dealt with. The level of response is not material to the decision. All representations received on this planning application are available to view, in full, on the Council's [website](#). The Waste Planning Authority acknowledged that due to the numbers of representations being received, as well as resourcing issues caused by the Covid-19 pandemic, that there were some delays in the processing and publication of representations on the Council's webpages. A notification of this issue was included on the webpages during this time.
231. The level of response was such that there were a large number of issues raised in representations. These are summarised, by broad theme, below. It should be noted that in some instances, issue may be relevant to more than one theme.

Need and principle of the development:

- Hampshire already has three ERFs, no evidence has been submitted demonstrated on need;
- The applicant have refused to take responsibility for ensuring that no recyclable waste is incinerated in the proposed ERF;

- The size of this facility is excessive and driven by commercial ambition, not need;
- Lack of need - proposal exceeds the waste disposal requirements within Hampshire and especially within East Hampshire.
- Hampshire would be the waste and refuse treatment centre for all of the south of England;
- There is no provision in the HWMP for any ERF facility operating as a 'merchant plant';
- Goes against government policy and is contrary to the direction of travel for waste and the circular economy;
- The application has ignored Hampshire County Council policy, by not considering or declaring "joint working between Waste Planning Authorities" on what is a regional facility, if not even wider;
- More attention should be focused on preventing the waste to start with instead of just pushing the problem out of the way;
- Why should County Council rate payers support Industrial and Commercial waste developments? The Hampshire County Council rate payer would be paying the profits and dividends of the applicant;
- Local / Hampshire recycling should be a priority, then left over waste can go to existing waste to power stations;
- "A Wasted Opportunity? EU Environmental Standards for Waste Incineration Plants Under Review, April 2018¹"; there is a clear statement from the authors "European Environmental Bureau" regarding out-dated and ineffective legislation and operations;
- A plastic tax will reduce the amount of waste that needs to be incinerated;
- Proposal fails to conform with at least seven Hampshire policies so permission MUST be refused. Hampshire County Council must enforce its own Policies;
- There is a shortage of MRF capacity, hence the proposed £34 million Eastleigh MRF project being cancelled to be replaced by this £200+ million incinerator proposal. That decision should be reversed;
- There is no clear need for incinerator capacity. It is factually WRONG for the proposal to state at 4.7.2 that "*..it would help meet Hampshire's identified energy recovery capacity*". The proposal completely fails to provide any rigorous evidence to support that claim;
- Supply/Disposal data is absent from the proposal. The application assumes that the 'tonnage' case for an incinerator is made. It is not;
- Why is Hampshire building an incinerator to burn Surrey's waste?;
- Any Hampshire incinerator must have a Planning Condition that prohibits out-of-County waste imports and the burning of ANY recyclable waste is prohibited
- There are no legal safeguards to prevent recyclable waste from being burnt;
- Additional residual waste energy capacity above that already planned to 2020 should not be needed if recycling targets are met;
- If waste is coming from further afield, this would indicate that the proposed development is not of local significance, but rather of a more national significance;

- Position taken by the County Council on the Wheelabrator proposal showed there was no need for a further ERF;
- 2020 review of the HMWP shows a lack of need;
- Incinerators must be constantly fed to maintain their operating temperature;
- Importation of waste from neighbouring counties and possibly beyond would lock Hampshire into a policy of incineration for over two decades, probably longer;
- Surrey had no objection to the application. Why should they, if Hampshire will volunteer to become the incinerating dustbin for the South of England;
- Incineration discriminates against recycling;
- This for a permanent facility – not a 30 years one!
- According to the South East Waste Planning Advisory Group (SEWPAG) if the national 65% recycling target by 2035 is met, there is already sufficient incinerator capacity built in the South East to meet residual waste needs. Furthermore, if any of the additional 1 million tonnes of incineration capacity which has either been consented or applied for comes on stream (which includes Alton), SEWPAG believe there is a risk that the 65% recycling target will not be met due to waste being incinerated instead;
- The applicant has repeatedly claimed variations on their most recent claim that “an analysis of Environment Agency waste data identified that a total of 365,000 tonnes of waste from Hampshire, capable of being managed in an ERF, was either disposed to landfill or exported abroad for management”. This analysis has not been provided so it is impossible to examine or contest these figures;
- The applicant dismisses the 2018 Review of the Hampshire Minerals and Waste Plan that 354,950 tonnes of recovery capacity had been provided by the Council in the period 2011-2015, claiming that “virtually all of the facilities had not been developed”. Again, this analysis has not been provided so cannot be examined.
- The 2020 Review of the HMWP that a further 290,640 tonnes per annum of recovery capacity has been provided in the period 2016-20, therefore a total of 645,590 tonnes per annum of capacity provided from 2011-20, almost twice as much as the HMWP requirement for recovery for the entire period to 2030;
- It is stated that the facility would have a design life of around 30 years but that, in reality, many elements of the plant would last beyond this. If this were the case, the operator may need to bring in waste from further and further afield; and
- Hampshire previously considered that the Alton Site was not suitable for building an incinerator with a stack even if additional land had been purchased to increase the size of the Site, (which it hasn't) so why would they approve one now for a smaller site than they originally assessed?

Replacement of the existing waste uses:

- A plan for the replacement of the current recycling/waste sorting capacity on the Site needs to be set out before any proposal resulting in its loss can be

approved, to be in accordance with the intentions laid out in the government's 'waste hierarchy' and will discourage recycling;

- The county needs a recycling facility in order to improve Hampshire's current recycling rates of less than 50%;
- The proposal is ominously silent on what would happen to the 125,000 tonnes per annum of recoverable material (paper, plastics, aluminium, plus metals) that Alton takes in. Many have assumed that it will be burnt in the new incinerator;
- If the current recycling rate in Hampshire was improved, there would be less waste to be disposed of;
- Hampshire lags behind many other counties in recycling and failure to provide adequate recycling should not mean yet another incinerator should be built instead;
- Waste is accepted by Veolia's existing Hampshire incinerators from many other counties, as far away as Scotland and overseas;
- The 2018 Resources and Waste Strategy indicated that the Government may consider a tax on incineration, should other policies to incentivise recycling not deliver;
- If updates are required to meet changing patterns of waste then a retrofit of this modern plant should be the first option, not demolition; and
- An alternative recycling facility is nowhere near being online, and to consent to another incinerator that will not be operational until after 2027 with a lifetime of 30 years, taking it to past 2057, is just irresponsible.

Suitability of the Site and location (including alternatives):

- This type of facility should only be considered for positioning on a 'brown field' site or better yet, underground and only if completely necessary;
- Why should Hampshire take trade waste from other Counties with the resulting HGV movements;
- 90% of UK incinerators are more appropriately located, in industrial areas;
- Veolia has failed to demonstrate that it has given due consideration to the use of alternative sites;
- The location of the site is not suitable for the proposed purpose, with residential areas in close proximity and downwind, and the impact on nearby agricultural land and the wider environment;
- The location is a farming landscape which will be impacted. Environmental agricultural enhancement work could be destroyed in one go if this development goes ahead;
- Hampshire, including the Isle of Wight, already has four incinerators, it does not need another;
- The waste will be transported in from other counties, incinerators should be located near to the source of the waste;
- The supporting information indicates that Hampshire needs more recycling and less incineration to improve climate change. If the ERF is needed, surely this facility should be placed in South of Hampshire along the M27/M3 corridor, closer to the sites producing the waste, less sensitive to emissions with less sensitive character, and better road links;

- The implications of taking waste from other authorities outside Hampshire have not been assessed re compliance with Hampshire waste policy;
- An industrial burden on the countryside conurbation; and
- Hampshire's other ERFs are in largely industrial settings.

Alternatives:

- Due consideration was not given to alternative sites – against planning policy and EIA Regulations;
- Lack of consideration of alternative sites which could cause less environmental, visual and safety impacts but have just chosen this one as it is already owned by Veolia; and
- If this was not already a Veolia site, it would not be even considered. It would be more suited to an industrial site; and
- Consideration of alternatives is mandatory for major infrastructure proposals.

Climate change impacts and net zero:

- The claim that the incinerator will emit less CO₂ than landfill is disputed by experts;
- The incineration of waste will release CO₂ into the atmosphere which goes against government policy and decarbonisation commitments;
- Veolia's case for building the ERF in Hampshire is based on diverting waste from landfill by 2040 but the intention from the Committee on Climate Change was not to just divert it for incineration but improve recycling and composting;
- Contrary to local Climate Emergencies declared by Alton and Farnham Towns, East Hampshire District Council and Hampshire County Council;
- Burning waste goes against decarbonisation commitments;
- Veolia have claimed that this development will be climate positive. For this to be true the incinerator would need to generate negative carbon emissions, yet it will generate one tonne of CO₂ for every one tonne of waste burnt;
- Applicant does not include pathways to delivering net zero emissions by 2050 in line with Government's current legal obligations;
- Applicant omits the Fawley/ Calshot area as a 'key' location to delivering net zero, or negative emissions, to offset emissions elsewhere in Hampshire;
- The development claims to be 'better than landfill' in terms of greenhouse gas emissions. Evidence provided looks only at 2023. If a longer-term whole lifetime comparison of the development's greenhouse emissions over its proposed 25-year life is undertaken, then there is doubt as to whether the development will indeed be better than landfill. This aligns with the Government's comparative greenhouse gas modelling of disposal of residual waste incineration against landfill;
- Waste incinerator needs oil to burn the waste; it is not self-sufficient. It will require 200,000 litres per annum of gas oil to run;
- HGVs travelling long distances add to the accumulated CO₂ burden;
- The proposal can't accommodate / does not include evidence of how the requirement for the carbon capture storage (CCS) which will need to be fitted to ERFs from the late 2020s onwards;

- The proposed plant will exceed East Hampshire District Council's entire carbon budget by the late 2020;
- The Committee for Climate Change believe that Energy from Waste incinerators in the UK are now emitting more CO₂ than coal-fired power stations;
- Energy from Waste plants are responsible for a large and increasing volume of carbon emissions and contrary to Committee on Climate Change advice;
- Government policy could also focus on EfW emissions, either through carbon taxation or inclusion in a UK ETS, and/or providing incentives for CCUS to be installed;
- The applicant selectively quotes from the Committee for Climate Change, ignoring:
 - "moving away from landfill and incineration";
 - "Many new EfW plants are under construction and have been granted planning permission, which if built without Carbon Capture and Storage will likely significantly increase sector emissions.";
 - "Banning biodegradable waste from landfill from 2025 is a priority, and should be achieved via prevention, reuse and recycling, not via more energy-from-waste.";
 - "For those plants not yet under construction, new energy-from-waste plants (and plant expansions) should only be constructed in areas confirmed to soon have CO₂ infrastructure available and should be built 'CCS ready' or with CCS.";
- As the main stack emissions will be largely water vapour, CO₂, PM_{2.5}, NO₂, this incinerator cannot be considered green nor supporting climate change goals;
- No evidence is provided that CCS can be implemented;
- Given that CCS is still emerging, it is surprising how the applicant knows it can be part of the design to support future incorporation;
- There is a claim that "most of the carbon emissions from the Alton ERF will be short cycle carbon, previously removed from the atmosphere through plant growth". This is another way of claiming that the majority of the waste will be biogenic, whereas with the increase in food waste collections the biogenic fraction of waste incinerated is likely to decrease over time;
- Prime Minister Boris Johnson said at COP26 "“Humanity has long since run down the clock on climate change,” ... “It’s one minute to midnight on that doomsday clock and we need to act now.” Hampshire has that opportunity to act and re-establish the County as a flagship for waste management;
- The development is not sited close to the source of the waste, which will be transported in from neighbouring counties, generating CO₂ emissions;
- Timing of the delivery of the plant would mean that it may be still operational post 2050, and beyond the UKs current target date to be carbon neutral; and
- Given the probable timescale, much of the data being considered now, will be out of date by the time the ERF is built.

Energy:

- The proposal is essentially an electricity power station which happens to burn waste. Unlike gas or oil which can be piped in underground the waste (both in and out) has to be delivered and removed by hundreds of lorries every day; Even the electricity output would be more than the number of houses within East Hampshire;
- There are existing UK ERFs that also create power (e.g. Kemsley);
- The connection to the National Grid is essential. Without that connection, the proposal is simply an incinerator;
- The lack of any detail on the grid connection is a major omission as this on its own may give rise to significant environmental effects;
- It is unclear how the applicant will acquire the rights to lay an electricity connection given that it does not have control of the land;
- The electricity produced from high-level heat (superheated steam) is small and inefficient compared with a typical power station of 600 MW;
- There are several large solar farms close to the site. In the first quarter of 2020, generation from renewable sources increased to 47%, suggesting that any energy shortfall will be more than made-up from renewable energy;
- Ability to store electricity has not been considered and there is insufficient space;
- The Site will not produce as much electricity as predicted;
- In attempting to respond to the objection from No Way Incinerator Action Group that the proposed development would not possibly generate electricity at 100% of plated capacity for 100% of operational hours, the applicant has provided incomplete and misleading information;
- No certainty on how connection will be achieved; and
- How would constant feedstock be achieved?

Heat:

- The potential to offset some of the carbon emissions by using the heat generated;
- The design of the plant means it will not be possible in this location as there are no large existing heat users in the vicinity;
- Veolia has previously said a heat network will not be economically viable;
- The proposal is contrary to the provisions of Defra Report of 2018 "Our Waste Our Resources a Strategy for England";
- The inability to find heat customers is another demonstration of the inappropriateness of this remote location;
- Alton is the only practicable near-enough town with mainly only light industry/retail, and it is highly unlikely that this heat can be used or sold;
- The "Heat Plan" is by no means certain in its determined customers (i.e. there are in fact none to date);
- What happens to this waste heat then?;
- While the offer to build the heat connection to Mill Lane is welcome, the cost of this to the applicant will be close to zero, if done at the same time as installing the electricity grid connection. The real cost of the heat network is

the heat substation and connections to the individual premises, which the applicant has previously shown is not commercially viable;

- The applicant fails to note that their plants are connected to heat networks that (a) are all in urban environments and (b) the applicant did not build all of these heat networks;
- Defra's Waste Management Plan for England highlights the need for energy from waste facilities to consider heat use as a high priority: "Particular attention should therefore be given to the location of the plant to maximise opportunities for heat use"; and
- Any ERF plants should be located adjacent to large existing heat users.

Impact on the designated landscape, countryside and other landscape impacts:

- Impact of the facility will conflict with the purposes of the nearby South Downs National Park;
- A large-scale industrial plant will have an adverse impact on the rural landscape and the adjacent South Downs National Park;
- The stacks and plumes will be visible from over 10,000 metres in some places;
- The proposed screening is inadequate to mitigate the impact of such a significant structure;
- Why did it take Freedom of Information requests for the County Council publish objections to the proposals from its own landscape department?;
- Hampshire County Council's landscape department, Indigo, CPRE, and independent landscape consultants commissioned by No Wey Incinerator, all believe the impact of proposal on the rural landscape is unacceptable;
- It would be harmful to setting of the Area of Outstanding Natural Beauty;
- Pandemic has highlighted the value of spending time in the countryside for improving physical and mental well-being;
- Impact on agricultural land;
- Is a huge incinerator really the right impression for Hampshire?
- The countryside will only remain beautiful if it is protected and once it is ruined it cannot be restored; and
- Urbanisation of the countryside.

Visual impacts:

- The loss of leaf cover will have a significant impact on winter views of the site, contrary to the impression created by the original visualisations;
- The landscape and visual impacts of the proposal cannot be mitigated. The wrong site and location has been chosen;
- The Site is markedly different to Veolia's other existing ERFs, all of which are significantly smaller;
- The building and chimneys will be out of proportion with the landscape and not in keeping with the rural character of the area;
- Is such a public location really the right place to deal with C&I waste?

- The Wey Valley is rural and residential. The chronicler, William Cobbett, described it as “the finest ten miles in England”. It could still maintain this boast if this planning application is refused;
- Four Ashes ERF is on the outskirts of Wolverhampton which is a totally different environment compared to the Wey Valley;
- There have been four recent applications to build ERFs in the South of England and Midlands and all have been refused due the scale, visual impact on the surrounding area, industrial nature of the buildings, road infrastructure and considerable number of other adverse factors. All four proposals share almost the same footprint and with several of the proposals being located in semi-industrial locations, the scale and visual impact was still deemed to be unacceptable;
- The existing MRF is of a scale that it could be mistaken for farm buildings;
- The ERF building and chimneys would break the horizon from a number of viewpoints;
- There will be no other structure with a similar shape or proportions for miles around;
- Proposal is overdevelopment, unmistakable, disproportionately huge, and totally out of character to its surroundings;
- The proposal will permanently and irreversibly change the character of the Wey Valley;
- The LVIA included many viewpoints that marginally failed to include the line of site to the MRF;
- The top of the proposed building on the southern face is bare, this will reflect sunlight and further highlight its presence;
- The visual impact of a large-scale structure such as the proposed ERF cannot be compared to that of pylons;
- It is not clear why other incineration facilities can have much smaller chimneys, such as that proposed in Rivenhall, Essex;
- The Site is too small to accommodate the proposal;
- Single chimneys with two internal flues are more efficient and can therefore reduce the required heights and as such their visual impact;
- It has not been demonstrated why this technology isn’t appropriate in this instance;
- The visual impact of the proposal will not be limited to residents living in a 1km radius, as properties beyond this have a clear view of the current MRF;
- If this proposal goes ahead it may set a precedent for more large-scale in the area;
- In relation to winter views, the further information provided confirms that the loss of leaf cover would not have a material effect on visibility from the majority of the locations due to the coalescence of twigs and branches providing a comparable level of screening/filtering to the original visualisations;
- Applicant admits that ERF cannot be concealed or camouflaged;
- The living wall will not help to blend the building in with the surroundings and mitigate the development;
- It will be impossible to screen a building of such a scale with vegetation and trees;

- There is no space on the Site for natural screening with local planting;
- Living walls are difficult to maintain and often die becoming less attractive than the building itself;
- Lack of confidence in the operator to deliver and upkeep the living wall;
- Current screening was planted by local farmers as they were concerned about the impact of the MRF development, the trees have a short lifespan, less than five years left;
- The proposal does not comply with the HMWP policies 5 and 13;
- The proposal will be in no way sympathetic to its surroundings;
- The proposed ERF building will have a mass greater than Winchester Cathedral and be almost as tall as Big Ben;
- It will be disproportionately huge, dwarfing to all other buildings in the area;
- “The vale between Alton and Farnham is the finest 10 miles in England”, as described by William Cobbett (MP, Journalist 1763–1835) will be lost for commercial gain;
- Veolia are trying to use the living wall planting as part of the justification for the acceptability of an even larger development;
- Veolia must be formally required to provide screening, if this isn’t possible the development should not be permitted;
- Any comparison with the Green Wall at Leeds is false as it is an urban setting, and the purpose of the wall is to make it look more attractive, not for it to blend into its surroundings. Furthermore, the Leeds Green Wall is only on the southern side;
- The proposed Living Wall at Alton will not mitigate its presence, nor will it help to blend it into its surroundings;
- The northern face of the living wall will be in shadow all year and will be within close inspection range of all users of the A31. Only plants that can survive shady conditions will survive and such plants will not be in keeping with their surroundings;
- The southern face of the living wall will be basked in sunshine and will require constant watering;
- Where will the water come from for the living wall, inevitably come main sources and the aquifer; and
- One of the conditions for the current MRF was that Veolia was to provide low level screening which has not been implemented.

Design and sustainability:

- The proposed living wall will not substantially reduce the visual impact of the development and mitigate development;
- Veolia’s artist’s impressions of the plume differ distinctly from real photographs of the plume at other ERFs;
- It will be totally out of character to its rural surroundings;
- Veolia’s non-compliance with conditions relating to low level screening and vehicle routing undermines their credibility; and
- The artist impression of the plume are quite different from reality.

Arboriculture:

- On-site tree/planting loss during construction; and
- Any loss of on-site planting would worsen visual impacts.

Historic environment:

- There will be a detrimental impact on the Bonham's Farm;
- There will be a detrimental impact on the conservation areas in Holybourne and Upper Froyle;
- It will also have a detrimental impact on the setting of other conservation areas and listed buildings;
- There are no realistic options to mitigate the noise, vibrations and disturbance that would be caused to historic buildings; and
- The weight of traffic presents a risk to the structure of listed buildings.

Ecology:

- Impact on wildlife;
- The site is at the bottom of a valley, just 130m from the Northern Branch of the River Wey chalk stream. There are only 280 chalk streams in the whole world and therefore is an exceptionally rare habitat, and the associated biodiversity should not be threatened;
- South Downs National Park;
- The renowned Selborne naturalist, Gilbert White (1720-1793) wrote of the local countryside in glowing terms;
- Impact on nightjars, buzzards and red kites;
- Harm caused to local wildlife, including protected species and/or their habitats from construction operations (on the adjoining construction compound area) and the facility's emissions once operational; and
- Lack of detailed assessment (HRA) and mitigation to offset air quality impacts on ecological designations within the surrounding area (10km radius).

Rights of way:

- Adverse impacts on the users of the nearest rights of way (footpaths / bridleways) in proximity to the proposed ERF.

Impacts on public health, safety and amenity

Air quality:

- Release of significant amounts of noxious gases and particulate matter, will have a detrimental impact on air quality;
- Alton is in a valley with surrounding hills which will trap noxious fumes and smoke;
- A31 has a significant stretch of incline in the vicinity of Alresford, increasing emissions from HGVs;

- The proposal does not detail the expected compositions or tonnages, nor does it state which, if any, are carcinogenic or toxic;
- The risk is exacerbated as there are no proposed controls or audits on the source or composition of the input waste, nor do there seem to be controls on the flue gas quality;
- There could be serious problems with uncontrolled industrial waste, perhaps containing heavy metals, e.g. mercury, cadmium, arsenic, and other carcinogenic materials e.g. organic chemicals, or biological hazards e.g. hormone disrupters;
- Emissions also contain other unidentified compounds whose potential for harm is, as yet, unknown, as was once the case with dioxins;
- Nearby settlements have a combined population in excess of 130,000 people, who will be subjected to additional nitrogen and sulphur oxides contained within the exhaust plume of the facility;
- Of particular concern is the possibility of emitting dioxins, which can result from the incineration of plastics, and which are toxic even in small concentrations;
- Imperial College London have been investigating links between coronavirus and exposure to air pollution and have found compelling evidence that this exposure is linked with increased coronavirus infection and mortality rates;
- There is visible haze over Alton presumably from traffic on the A31 and in the town prior to development;
- Farnham already has a declared Air Quality Management Area;
- Veolia's response on World Health Organisation guidelines for air quality only considers Particulate Matter (PM_{2.5}) but the WHO guidelines refer to a range of pollutants. For example, Veolia has not responded to the WHO guidelines on NO₂/ the response is incomplete;
- The gas emissions from the Site need careful modelling with wind, weather and so on and this has not been undertaken. This is particularly relevant to this location, since Alton lies in a "bowl" and can collect vapours, for example when the Coors Brewery was operating;
- Prevailing south-westerly winds will likely carry any emissions directly to Farnham, Bentley etc and the gas will descend somewhere and any heavy gases such as NO_x and particulates such as PM_{2.5} will fall fastest. Little if any of this kind of analysis has been provided by the Applicant;
- Concerns that the data offered regarding a comparable site dates from 2014 and no assurance as to whether these levels have subsequently even been monitored/maintained, as one might expect to be the requirement of license, regulation and law?;
- Expectation that a plant operating 24/7/365 to be monitored 24/7/365 for its emissions with the data being made public;
- Since 2014, I suspect that the materials mix incinerated may have changed and will continue to do so over time. What reassurance do we have regarding what is burnt there and how this might effect emissions?;
- Veolia may recently have been criticised for failing to incinerate materials delivered to Site on the basis that it could not sort/separate out the materials it received!;
- There is no substantial case for another polluting incinerator in Hampshire;

- Inhaling polluted air will be harmful to livestock on the surrounding farms; and
- The fumes and particulate matter will also be damaging to other flora and fauna in the area.

Noise:

- There will be significant noise pollution for an extended period of time during the construction of the proposed facility;
- Noise impacts during the operation of the facility, which will be noticeable particularly at night;
- There is a night time noise issue caused by an alarm sounding at the current MRF for which no permanent resolution has been found.
- Local quality of life would be significantly worse due to the inescapable noise, vibrations and disturbance from HGV trucks coming and going 24 hours a day;
- Impact of noise from the existing MRF; and
- How will hours of working conditions be monitored / enforced?

Dust:

- Impact of dust on the local environment and amenity;
- Similar to Air Quality; and
- Construction related dust impacts (including from traffic).

Odour:

- Unpleasant smells may also be an issue which can be harmful to people's wellbeing;
- How will odour be managed, there is a lack of information on this;
- Will it introduce a detectable odour and if so over what distance;
- Smells emitted from incinerators are known to impact on the well-being of local residents; and
- Smells and fumes.

Human health:

- The release of noxious gases and particulate matter will have a detrimental and a damaging effect on human health;
- Unpleasant smells may also be an issue which can be harmful to people's wellbeing;
- If this application is permitted future generations will be deprived of that resource to the detriment of their quality of life;
- Evidence suggests that there is a small potential increase in risk to congenital anomalies for children born within 10 kilometres of Municipal Waste Incinerators;
- Impact on school children and nearby care homes; and
- Impact on the health of boarders at Treloar College.

Impact on the water environment and emissions to land:

- The tipping bunker will be constructed below the water table and there is a major risk of groundwater pollution should any leaks occur, which could be catastrophic for both humans and wildlife;
- The fumes and particulate matter will be damaging to land quality, including that of adjoining and nearby agricultural and horticultural land and associated local businesses/commercial uses;
- The precautionary principle needs to be applied – any such pollution would be catastrophic for both humans and wildlife;
- There is a possibility of ground water pollution affecting the River Wey which then flows into the River Thames. These rivers host valuable ecosystems supporting a diverse range of wildlife and they are highly sensitive to pollution;
- How will any potential leaks into the water table be monitored?;
- The need for a risk assessment on water pollution;
- Pollution spreads downstream, so the development could potentially threaten ecosystems many miles from the proposed site;
- The River Wey has suffered from severe flooding over recent years and the impact of climate change on the rivers existing floodplain should be assessed as the development borders it; and
- An NPPF Sequential Test should be conducted to confirm suitability and that it meets the Environment Agency's new allowances for climate change.

Bird strike

- The tall chimneys impact on airspace in particular Farnborough Airport and RAF Odiham.

Public safeguarding:

- Risk due to proximity of the oil terminal.

Lighting:

- The current dark skies at night would be disturbed by this 24-hour 365 day a year operation;
- Deliveries in darkness hours will be infrequent, but this is not defined, so cannot be enforced;
- There is obvious light emittance from the current MRF despite this being a much smaller operation than that proposed;
- It is impossible to prevent lighting impacts as vehicles must use lights, employees need light to work safely and the tall doors must be opened to allow HGVs to enter;
- Low level screening would do little to mitigate lighting impacts; and
- The light pollution would also be detrimental to wildlife.

Litter:

- The waste littering the side of local roads, spilled from lorries travelling to the current MRF, and the lack of commitment to clear it up, gives an indication of how Veolia might run the proposed ERF;
- Litter on the A31 has come from the HGVs accessing existing MRF; and
- Potential of waste escaping into the River Wey nearby.

Highway impact and safety:

- The proposal will generate a significant increase in HGV movements causing congestion, especially on the already busy A31; road safety issues on local roads; and air pollution;
- The location is far from the centres of population and so all the waste is going to be carried many miles from Southampton, Portsmouth, Basingstoke etc, and most of the heavy lorry traffic will end up traveling up/down the M3, and then along the A31, through Four Marks, and Ropley;
- Lack of consideration of the use of rail;
- The plan to transport toxic chimney ash and air pollution control residues (containing dioxins) away from the plant by road is unacceptable, an accident could result in a catastrophic pollution incident;
- The applicant does not provide the required robust HGV routing plan;
- The entire journey of the waste needs to be reviewed against its environmental impact as it may prove that the site is not best suited and not in line with the requirements of the EIA Directive and the EIA Regulations;
- Toxic chimney ash will also be transported away from the Site by road, potentially resulting in a significant pollution incident should the vehicle carrying the waste be involved in an accident;
- A31 is in a very poor condition and needs urgent repair work / improvement;
- Concerns over the length of the existing slip road and the need for it to be longer – it is unsafe;
- Will add to the frequent traffic problems, particularly getting through Farnham. Veolia have not carried out any traffic assessments relating to the impact on Farnham;
- Has an assessment been carried out on the environmental impact of storing the waste at source and then transporting it to the Site?
- The A32 in both directions already suffers considerable congestion on a daily basis, both through increasing traffic volumes and the lack of proper management of this section of the A31 through Farnham. The section of particular concern is the A31 approach from Guildford, through the Shepherd and Flock roundabout, Hickleys Corner, and down through Coxbridge roundabout;
- Inadequate traffic assessment - analysis is only for a few miles either side of the site. There is no similar analysis of the well-known traffic congestion places and narrow roads. These include Selbourne, Farnham town, Farnham bypass, Hickleys Corner, Shepherd & Flock, Wrecclesham, Coxbridge, Ham Barn, and others;
- The local rate payer will have to subsidise the road improvements; and

- There are two crossing points close to the Hen and Chicken Inn, making it possible for vehicles travelling north on the A31 to make a U-turn to join the southbound carriageway.

Lorry routing:

- Selborne and Holybourne is unsuitable for HGVs due to narrow / inadequate roads;
- The Alresford by-pass is also not dual carriageway, and its steep gradients will slow the lorries and cause congestion;
- The planning application simply looks at the immediate vicinity of the Site to show the dual carriageway on A31, but ignores the fact that only six miles or so from the Site is a major residential development and known bottleneck in Four Marks;
- Impact of roads in and around Four Marks;
- Evidence and reports of breaches of the routing agreement under the existing section 106;
- Impact on vulnerable road users in the area such as cyclists and horse riders;
- Selbourne has a 7.5 tonne weight limit in place on the B3006.
- Significant volumes of traffic cut through the A287 (Castle Street), there is no reason to believe a significant proportion of the high volume of lorries en-route to/from the ERF would not do the same;
- All routes giving access from the application Site would require HGVs to route directly through residential areas, which is a major concern: A339 Alton for access to M3 southbound; A31 Four Marks for access to M3 southbound; B3006 for access to A3, northbound and southbound; A325 Hale (Farnham) for access to M3 northbound; A287 Wrecclesham for access to A3 northbound;
- If accepted, Surrey County Council's request that HGVs do not route through Farnham and Wrecclesham would serve to increase the impact on Alton, Four Marks and Selborne and the other settlements on along the relevant section of the B3006;
- It is intended that the air pollution control residue be transported to Cheshire for storage – this means HGV's driving 214 miles for a minimum of 3 hours, 40 minutes (and making a return journey) through Hampshire, Surrey, Berkshire, Oxfordshire, West Midlands, Staffordshire and Cheshire;
- The nature of the existing road infrastructure is such that the facility can only be accessed off the southbound carriageway. Therefore, all traffic approaching from the south needs to proceed to the Bentley exit to then re-join A31 and then proceed back to the Site. This adds an additional travel distance of 6.8km for all traffic from the south which is the route taken by all traffic transporting Hampshire waste generated on the south coast;
- The location is not sited on the UK Strategic Road Network. The A31 is not maintained by the Highways England but is the responsibility of the local highway authority. The two major strategic routes are the M3 and A3(M) both of which are some distance from the Site;

- Parts of the A31 are single carriageway and those dual carriageway sections are of low-grade specification i.e. there is limited road markings and no central reservation or safety barriers; and
- In recent years, and within close proximity of the Site, the road (A31) was narrowed from dual carriageway to single carriageway due to the high number of road accidents – many of them fatal.

Socio economic:

- The suggestion that the development would lead to higher employment rates but it is well known that incinerators need very few people to run them;
- The higher employment figures quoted will only be during the construction period;
- The application makes no mention of how this project is to be funded. Without disclosing commercial confidences, the key arrangements need to be understood by the public. One way or another Veolia has to recover the "...in excess of £200+ million" capital cost, plus the annual operating costs, plus their profit, from their customers, including Hampshire County Council taxpayers;
- The Veolia contract with Hampshire County Council expires in 2030 – only 10 short years away versus the 30+ years lifetime of the plant;
- "Who is carrying that commercial risk post 2030 should Veolia lose the Hampshire County Council contract?;
- If Veolia lose the Hampshire Waste Disposal Services contract where will Veolia source the waste needed to fill an incinerator?; and
- Less permanent jobs provided at the Site than at the MRF/WTS.

Cumulative impacts:

- Impacts on the railway;
- Impacts on the oil pumping station;
- The area has many planned housing developments, there has not been an appropriate level of assessment conducted on the impacts on future sensitive receptor sites such as the council's allocation for residential uses; and
- A cumulative impact assessment should be applied to East Hampshire District Council plans to meet the government housing targets. EIA regulations require this step to be completed, with plenty of case law to support this.

Construction compound:

- The environmental impacts of the compound during its three-year presence on the locality have not been fully assessed and does not accord with the requirements of EIA Regulations (2017); and
- The compound, and its activities, should not be approved as 'permitted development' as is being sought, as these rights do not apply for this proposal.

Future proofing the development:

- How can the proposal be future proofed as it will be there for 30 years;
- How can new technologies be implemented to ensure it meets modern standards during the life of the plant; and
- The proposed facility is likely to be technologically obsolete and/or less favourable in terms of waste management type/s through emerging planning policy - in some elements - within its 30-year lifetime and no details about upgrading it in line with UK legislation has been provided.

Conflict of interest

- The close commercial relationship between the County Council and the applicant. How can Hampshire County Council ensure that this application is not only decided fairly, it is seen to be decided fairly, given this apparent significant conflict of interest? There must be a wider organisation who can manage this process;
- It is clear that the Council is closely involved with Veolia and under pressure to approve this incinerator, in order to provide some leverage to solve the Council's waste processing and recycling issues;
- The Council is once again reminded of their responsibility to not only avoid impropriety, but to ensure that a "fair minded and informed observer", having considered the facts, would not conclude that there was a "real possibility" of bias in the Council's decision-making;
- Any materially misleading information in the Officer's Report provides the opportunity for a decision to be challenged at Judicial Review;
- Given the strength of opposition to this proposal and its clear conflict with planning policy, there is no question that a grant of consent would come under stringent scrutiny;
- Perception of 'conflict of interest';
- The delay tactics being used by Hampshire County Council to determine the application is a poor reflection the Council;
- Hampshire County Council should appoint an independent person to oversee the evaluation of the evidence submitted. A fair and unbiased process must not only be achieved but it must be seen to be achieved; and
- The system should not allow Hampshire County Council to determine a contentious application made by its own waste contractor.

Other matters:

- The County Councils position on the Wheelabrator proposal is relevant to the decision and showed there was no need for a further ERF;
- Media questions press about the processes followed by Hampshire County Council;
- Blatant disregard for the widespread effect this single incinerator would have over much of southern and Eastern Hampshire;

- The area will be become known for incineration, rather than as Jane Austen Country;
 - Would the sheer height of the chimneys make it vulnerable to high winds-sitting in the open countryside? A collapsed stack would no doubt require an immediate shut down of the furnace and doubtless, this will result in significant gas, dust and effluent release to the local environment;
 - Surrey County Council refuses all applications for incinerators;
 - Impact on visitors to Jane Austin village (Chawton);
 - Approval of this application would create a precedent;
 - Cannot trust that Hampshire County Council have the means or resources to effectively monitor and control activities and to stop the applicant doing what they want in the future or the ability to impose significant penalties for failing to adhere to the regulations in place governing industrial incineration on this scale;
 - The high number of requests for variations to existing conditions is a real cause for concern and one that I would call-out as a major issue. These applications range from requests to operate on Bank Holidays, extended hours on Saturdays, extended operating hours on weekdays, increased lighting, erection of additional buildings and renewals of existing temporary applications; and
 - The time takes to deliver the application means that that application is an unlimited planning permission.
232. The above included the comments received by Councillor Adam Carew, made when he was a County Councillor.
233. Rt Hon Damian Hinds MP responded to the application (dated 6 August 2020), objecting to the proposal. The main points raised are summarised as follows:
- The adverse impacts of granting planning permission would significantly and demonstrably outweigh any benefits;
 - Lack of need for residual capacity;
 - Not in compliance with the waste hierarchy;
 - Changes will be provoked by the Environment Bill in terms of the use of resources;
 - Imports from further afield have greater environmental impacts;
 - Lack of commitment to heat;
 - Proposal does not compliment the setting and is unsuitable in the landscape;
 - Source of waste is not clear; and
 - Transport impactions – Site is not on the Strategic Road Network as set out by Highways England and the proposal will have wider impacts on residential areas and roads such as Alton, Selborne, Four Marks and the B3006.
234. A further response was received from Rt Hon Damian Hinds MP (dated 12 February 2021), reiterating strong objections to this planning application. It also noted the following (in summary):
- The need to be ambitious to reduce consumption, to reuse and to recycle; Potential impacts of the Waste (Circular Economy) (Amendment) Regulations 2020 and the Environment Bill - implies leakage from a circular economy.

- Energy recovery development should be used to divert waste from landfill only where other waste treatment options further up the waste hierarchy are truly unachievable.
- Potential for taxes on waste incineration in the future;
- Incineration as a barrier to the circular economy;
- The proposal is not near intended sources of waste;
- No use of the rail connection;
- Carbon impact of the proposed development; and
- Carbon Capture Storage retrospectively is not acceptable.

235. A further response was received from Rt Hon Damian Hinds MP (dated 28 November 2021), reiterating strong objections to this planning application. It also noted the following (in summary):

- The [Environment Act \(2021\)](#) was passed by Parliament earlier this month and has received Royal Assent. It establishes a legally binding duty on government to bring forward at least two new air quality targets in secondary legislation by 31 October 2022. In setting air quality targets, advice from the Committee on the Medical Effects of Air Pollutants (COMEAP) has been sought. COMEAP's advice includes that:
 - a focus on reducing long-term average concentrations of PM_{2.5} is appropriate
 - newer evidence indicates that PM_{2.5} pollution can have harmful effects on people's health at lower concentrations than had been studied previously
 - the studies have not indicated a threshold of effect below which there is no harm
 - reducing concentrations below the World Health Organization's Air Quality Guideline would benefit public health [the WHO guideline was 10 µg/m³ when the COMEAP advice was published in July 2021 but has since been halved to 5 µg/m³]
 - reducing exposure of the whole population would achieve the greatest overall public health benefit;
 - the health benefits of reducing other pollutants, such as nitrogen dioxide, should not be overlooked.

Given these findings, there must be a likelihood that the WHO Air Quality Guideline for PM_{2.5}, halved this year, will be reduced again, perhaps successively, during the expected lifetime of the EfW facility that Veolia now wishes to add to the three EfW facilities already operating in Hampshire.

- Have grave concerns about the public health implications of the proposal due to and the potential adverse effects on air quality.

236. Rt Hon Damian Hinds MP has also been in correspondences with the Waste Planning Authority in December 2021 and January 2022 in relation to potential breaches of highway routing in relation to the existing MRF / WTS.

237. A response was received from Rt Hon Jeremy Hunt MP (dated 30 July 2020) strongly objected to the proposal. The main points raised are summarised as follows:

- The scale of the building is completely out of keeping with its immediate environment being a countryside setting close to the National Park. I believe it is being located in the wrong place most particularly in light of the fact that it is going to be utilised for commercial waste;
- The probable impact of the noise, odour, atmospheric emissions, light pollution, and increased HGV movements which are all likely to impact on SW Surrey and my constituents. Many have already written to me raising their significant concerns about the associated increase in traffic flow and HGVs through our already congested towns and villages – which would cause huge problems;
- Given the environmental impact this will have on the local area I completely oppose it. The air pollution and additional traffic pollution will adversely impact all the areas close to the incinerator, including SW Surrey, and even more so given that the facility is intended to operate 24 hours a day, seven days a week, over a period of approximately 30 years; and
- Local councillors and also my Parliamentary colleague, Damian Hinds MP, are also very much against the proposals.

238. A further response was received from Jeremy Hunt MP (dated 10 February 2021), reiterating his strong objections to the proposal and the issues previously raised.

239. The No Wey Incinerator Action Group have been engaging in the planning process. The group submitted a formal representation in August 2020 detailing their objections to the proposal. This was supported by various appendices relating to landscape, ecology and biodiversity assessments, air quality review, water conditions and ground conditions review, heritage review and carbon assessment review. A summary of their concerns, by broad theme, is as follows:

Principle of development:

- Changes which will occur due to the Environment Bill; and
- The application is not consistent with key policies in the statutory development plan – Policies 25, 26 and 29 of the Hampshire Minerals and Waste Plan.

Need:

- The need for the proposal seems to be intrinsically linked to the requirement for a larger recycling facility within Hampshire to cater for the waste arising from new development alongside the requirement to meet increasing recycling targets, rendering the existing MRFs at Alton and Portsmouth, redundant;
- The applicant seeks to rely on the contribution the facility would make to meeting the needs of surrounding waste planning authorities and the information is not clear precisely which authorities are being considered;

- No information has been provided on the proposal in relation to waste strategies and plans within the waste catchment area outside Hampshire meaning that it is not possible to determine whether the proposal is in accordance with the waste hierarchy and of an appropriate type and scale;
- No information is provided on the current and future capacity of waste management facilities within the waste catchment area meaning it is not possible to determine whether the proposal will displace alternative (preferable) proposals for waste treatment; and
- Only 94,000 tpa of the required 390,000 tpa as set out in Policy 27 of the adopted HMWP is required based on current capacity.

Site location and alternatives:

- The information provided on alternatives is woefully inadequate and limited to design; and
- There is no justification for an ERF in this location and the harm arising from its construction would significantly and demonstrably outweigh any benefits. Had the applicant undertaken an assessment of alternative sites, it is hard to imagine that this Site would even make it to the short list.

Climate change and net zero:

- The Carbon Assessment suggests that the net carbon dioxide equivalent (CO₂e) emissions over the lifetime of the proposed ERF would, in the likely scenario, result in approximately one million more tonnes of CO₂e than for the landfill baseline. Additional sensitivity analysis demonstrates that the net CO₂e disbenefit of the ERF ranges between 0.5 million tonnes to 2.3 million tonnes over the 25-year lifetime of the ERF. All scenarios considered therefore indicate that the ERF would result in greater CO₂e emissions over its lifetime than the baseline of landfill.

Energy and heat:

- Lack of detail on the connection to the grid and it is unclear how the applicant will acquire the rights to lay an electricity connection given that it does not have control of the land; and
- No viable heat offtake has been identified to date and therefore CHP is not included within the scope of the development.

Landscape and visual impact:

- Several views towards the South Downs National Park from the northern side of the Wey Valley would be compromised by the introduction of the proposed ERF;
- The submitted LVIA has not acknowledged that the proposed development has adverse implications for upholding the statutory purposes of the South Downs National Park; and

- A building of 40m high with two 80m stacks on the edge of the South Downs National Park does not suggest that the development is compatible with its setting.

Historic environment:

- Consideration of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the significance of a range of heritage assets weighs heavily against it.

Design:

- No detail has been provided to demonstrate that the green wall will be capable of establishing on each of the facades.

Air quality:

- No assessment has been undertaken of the backup diesel generators, which can give rise to very high levels of nitrogen oxides (NO_x) emissions; and
- Modelling chosen for future declines in total acidity, the adverse effects of the scheme have been misrepresented.

Impact on water environment:

- The proposed sinking of the waste bunker by 14m would result in at least 4m of the bunker being located beneath the water table which is a concern given the Site's location within a Principal Aquifer;
- Impacts of the development on the water environment and in particular the ecologically important River Wey have not been adequately assessed;
- No assessment has been made of potential impacts of accidental fire and firefighting on the water environment;
- Failure to consider the impacts of the scheme in-combination with other plans and projects, potentially significant effects have been missed.
- The geological conceptual model used in the assessment is incorrect;
- The proximity of the application Site to the River Wey, and its position on the outcrop of a Principal Aquifer;
- More detail is required on the proposed construction of the waste bunker as well as the dewatering methodology; and
- More detailed assessment of the potential negative impacts to the base flow feeding the River Wey is also required.

Ecology:

- No meaningful in-combination assessment has been made in the screening stage of the Habitats Regulations Assessment.

Highways:

- The Site can only be accessed via the southbound carriageway of the A31 highlights the inappropriateness of the Site for a strategic waste facility;
- Use of the Hen and Chicken Inn junction and existing breaches of this junction;
- A number of deficiencies with the Transport Assessment were raised; and
- There is a legal requirement to consider the effects of the scheme 'in combination' with traffic growth. The assessment undertaken for the Whitehill Bordon Eco-town identified the potential for significant air quality impacts across Shortheath Common SAC.

Location of the construction compound:

- Given that the proposal is EIA development, there would be no permitted development rights for the construction compound. It is unclear how the LPA will be able to exercise proper control over its use.

Socio-economic impacts

- The conclusions on socio-economic effects cannot be relied upon.

240. A further response from No Way Incinerator Action Group was received (dated February 2021) in relation to the further information submitted under Regulation 25 (December 2020). This is summarised, by broad theme, as follows:

Principle of development:

- There is no justification for an ERF in this location and the harm arising from its construction and operation would significantly and demonstrably outweigh any benefits.

Need:

- The applicant fails to include an assessment of the sources of waste or to consider the implications of taking waste from other planning areas in terms of compliance with local planning policy. Without this information, it is not possible to determine whether the facility is in accordance with the waste hierarchy and of an appropriate type and scale so as not to prejudice the achievement of local or national waste management targets;
- The proposed ERF will source waste from outside Hampshire and therefore the reliance on Project Integra to demonstrate that obligations to manage municipal waste in accordance with the waste hierarchy are being met it is not sufficient;
- Reliance on fiscal incentives to ensure C&I waste is managed in accordance with the waste hierarchy is insufficient as gate fees for merchant facilities can be adjusted in response to market forces; and

- The 2020 Review of the Hampshire Minerals and Waste makes it clear that actual recovery capacity between 2011 and August 2020 was 645,690 tpa against a requirement of 388,000 tpa. If the Alton ERF was permitted, this would take the recovery capacity to 975,690 tpa, two and a half times that required under Policy 27 of the HMWP. To permit a facility of the scale proposed undermines the development plan process and in so doing circumvents the Strategic Environmental Assessment Regulations.

Site location, replacement of MRF and alternatives:

- The clarification report makes it clear that the proposed ERF would only go ahead if the Alton MRF is replaced by a facility elsewhere in Hampshire and that any new MRF would need to be fully operational before the MRF is closed. It is therefore premature to determine an application;
- It is questionable whether a Grampian condition prohibiting development authorised by the planning permission until a new MRF is operational, would be reasonable and enforceable. As an application for the replacement MRF has not yet been submitted, reliance on its approval at this stage could be argued to fetter the discretion of the Waste Planning Authority;
- The failure to consider alternative sites was contrary to the Scoping Opinion and therefore Regulation 18(4)(a) of the EIA Regulations. Whilst the Applicant has now ruled out a number of alternative sites, it clearly did not form part of the decision to locate the ERF on the application site as the ES makes it clear that no material regard was given to alternative sites. Alternative sites should have been identified based on a search for suitable sites in the waste catchment area; and
- The failure to consider Local Plan allocations for their potential to accommodate an ERF, particularly strategic allocations for planned new communities such as at Whitehill and Borden, is a significant shortcoming.

Climate change and net zero:

- The calculations in the carbon assessment are selective in the calculation of lifetime emissions. The lifetime emissions are only presented for the core assessment scenarios and not for all the sensitivity tests; and
- The assessment of significance finds the development to have a net positive Green House Gas effect, however this is misleading as it does not adequately take into account the effect of adopting alternative baselines such as the current use of the site.

Energy and heat:

- The recently published Waste Management Plan for England 2021 emphasises that particular attention should therefore be given to the location of the plant to maximise opportunities for heat use. The heat plan confirms that no large heat consumer has been identified within the specified 15km search radius. The proximity to large heat consumers should have been a key consideration in the identification of alternative sites; and

- The lack of certainty over the ability to provide a heat offtake connection or carbon capture at the site limits the carbon credentials of the proposed AAERF at this location.

Landscape and visual impact:

- The landscape and visual impact assessment presumes that adverse effects would be mitigated to some degree by the proposed 'living wall'. However, questions remain regarding the likelihood of this proposed feature establishing successfully and achieving its design objectives;
- The assessment of landscape effects continues to be discursive, and over-reliant on published Landscape Character Assessments without any independent, objective study of the landscape at a local level, based on fieldwork;
- The applicant acknowledges that a total of 30 visual receptors would experience potentially significant adverse visual effects as a consequence of the proposed ERF (including seven that are either within or on the boundary of the SDNP). A further seven are beyond the boundary but have a visual relationship with the SDNP which would be interrupted by the proposed ERF. The dismissal of the impact on the SDNP on the basis that it should be considered in relation to the whole of the National Park and its setting significantly underplays the actual impact of the ERF and is not accepted.
- No systematic assessment has been provided in relation to the view from Water Lane. Accordingly, the work undertaken does not adequately respond to the Regulation 25 request; and
- The landscape assessment undertaken fails to give proper consideration to whether the proposed development might compromise the statutory purposes of the National Park designation given the high incidence of potential significant adverse effects within or on the boundary of the SDNP.

Air quality:

- The assessment of impacts from air pollution on European sites cannot be relied upon and consequently it cannot be concluded that there will be no adverse effect on Shortheath Common SAC;
- The impacts of air quality on locally designated wildlife sites have not been fully addressed in the ES with some potentially significant increases in the pollutant level or load being dismissed with no attempt at mitigation; and
- The air quality assessment is flawed as it relies heavily on forecast future reductions in NO_x concentrations predicted by one (but not all) of the in-combination assessments referred to without any consideration of the concurrent forecast increase to NH₃ concentrations. It is also misleading in that it relies heavily on forecast future reductions in NO_x concentrations despite repeated claims that it is not reliant on these forecast trends. The assessment claims that in-combination effects from live projects with emissions from non-traffic sources are included in the air quality model when they are not. This part of assessment thus appears not to have been provided.

Impact on water environment:

- Many of the risks to the water environment from the operation of the incinerator remain of concern. The sensitivity of the local water environment is evident with the River Wey being an example of both a priority Chalk River and the Floating Ranunculus habitat listed on Annex 1 of the EU Habitats Directive;
- Potential impacts of the development on ground water flows and water quality could have catastrophic impacts on this sensitive ecological habitat. The current design for an underground storage bunker containing contaminated waste that is below the water table and in hydrological continuity with this river appears to be inherently unsafe and should not be permitted until the risks have been sufficiently explored; and
- There is a continued lack of basic site specific geological and hydrogeological data which is crucial to the development of a robust conceptual site model. There remains an absence of detailed risk assessments at this stage, including detailed groundwater impact, dewatering and piling risk assessments. Potential impacts on the water environment arising from the accidental release of pollutants have not been sufficiently explored. This is of particular significance given that the site could potentially impact on water quality in two separate Principal Aquifers and the River Wey.

Location of the construction compound:

- Given that permission has not been sought for the main construction compound on the IGas Holybourne Oil Terminal and it is not within the control of the applicant, it is unclear how the LPA will be able to exercise proper control over its use.

241. A further response from No Way Incinerator Action Group was received (dated July 2021) in relation to the further information submitted under Regulation 25 request 4 with regards to emissions and ecological matters. This is summarised, by broad theme, as follows:

Principle of development:

- The issues raised in the initial representations still stand.

Air quality:

- The removal of conifer and other secondary woodland would be seriously compromised by the impact of air pollution derived from the road.

Ecology:

- The distribution of mapped habitats must be treated with some caution, particularly where these habitats occur as an under-storey to woodlands.

Extensive areas of sensitive habitat have been identified within the SAC and SPA that are not reflected in the limited transect survey used in the Argus Ecology report. It is also important to consider the future state of these protected sites and the need to restore areas of protected habitat that have become invaded with secondary woodland and scrub; and

- Interpretation of the approach to the in-combination assessment is controversial and subject to debate.

Highways:

- There remain significant questions regarding the calculation of emissions for the additional traffic generated by the scheme, particularly given the way in which increased emissions from gradients have been considered.

242. A further response from No Way Incinerator Action Group was received on 29 November 2021 in relation to the further information submitted under Regulation 25 request 5 with regards to air quality and clarification matters. This is summarised as follows:

Air quality:

- In relation to Matter 1, the response from the applicant is incomplete and misleading as the more stringent of the two PM_{2.5} targets covered by the Environment Bill has been ignored; and
- The applicant's response to Matter 2 is also incomplete and misleading in that it only addresses one of the WHO air quality guidelines. The applicant has not provided any reason why assessment against the guideline for annual mean PM_{2.5} is necessary, but assessment against the other guidelines is not. Had Axis considered the other WHO guidelines which are covered by Hampshire County Council's request in the same way in which it considered annual mean PM_{2.5}, then it seems likely that it would have recommended further reductions; In response, a lower Emissions Limit Value might be more appropriate and would provide greater reassurance to residents.

Habitat Regulations Assessment (HRA):

- Further information is required to determine the combined effects of the Ecotown development and the proposed ERF on acid deposition rates on Shortheath Common SAC. This should be presented in similar format to allow a comparative assessment of air pollution load on this Site from the proposed development and together with other plans and projects. In the absence of this level of detail, it is not possible to rely on the conclusion that there would be no adverse effect of acid deposition on the SAC.

Clarification matters:

Need:

- The work undertaken by the South East Waste Planning Advisory Group (SEWPAG) goes some way to examining the impact of recycling targets on the utilisation of and need for further EfW plants and highlights the danger of over provision of such infrastructure;
- No information has been provided by the applicant on the sources of waste that the proposal would handle and neither have the implications of taking waste from other planning areas been assessed in terms of compliance with local planning policy;
- NWI raised specific queries as to how the applicant would ensure that waste is managed in accordance with the waste hierarchy, none of which have been addressed. The applicant cannot rely on Project Integra to demonstrate that obligations to manage municipal waste are being met as the proposed ERF would source waste from outside Hampshire;
- The reliance on fiscal incentives to manage C&I waste in accordance with the waste hierarchy is insufficient;
- The [Environment Act \(2021\)](#) and associated changes to waste management will ensure separate collection of recyclable/compostable materials;
- If the target rate of 65% is achieved, the SEWPAG report demonstrates that there would be a surplus of 'other recovery' capacity (e.g. EfW) of 29,406 tpa across the South East. Once consented but not operational facilities are taken into account, that surplus increases to 316,406 tpa. This figure does not appear to include the capacity from the consented New Circular Technology Park at Ford which may be an error as no explanation is provided for its exclusion. If the capacity from the Ford plant was included, it would increase the surplus by an additional 140,000 tpa, resulting in a surplus of 'other recovery' of 456,000 tpa;
- As of May 2021 there were three applications for 'other recovery' facilities that were awaiting determination. These include 330,000 tpa facility proposed by the applicant at Alton, as well as a 150,000 tpa facility at Reading Quarry and a 135,000 tpa facility at Ford. If all three of these facilities were approved, another 615,000 tpa of 'other recovery' facilities would be available, taking the surplus to 931,406 tpa (or 1,071,406 tpa if the consented 140,000 tpa at Ford was included);
- The SEWPAG report concludes that there is a risk that if any of the 'other recovery' capacity in the pipeline (i.e. consented and applications pending) came on stream then it might not be possible to achieve 65% recycling of Local Authority Collected Waste and Commercial and Industrial Waste;
- In light of measures introduced in the [Environment Act \(2021\)](#) and the Government target of recycling 65% of residual municipal waste by 2035, it is reasonable to conclude that the amount of residual waste available for incineration will decrease during the lifetime of the proposed ERF and operators will need to source waste from a much larger area, contrary to the proximity principle; and
- The applicants dispute the LPAs assessment of the need for the facility on the basis that the recovery capacity has not been developed. Further information is required to determine what proportion of permissions were extant and therefore still capable of coming forward.

Site location and alternatives:

- Notwithstanding objections on the grounds of need, if a proper consideration of alternative sites was undertaken, it is highly unlikely that the application site would emerge as the best or least harmful location on heritage grounds;
- Lack of adequate assessment on need and alternatives;
- The applicant has failed to respond to the issue raised by NWI regarding the timing of the replacement MRF. It is premature to determine an application based on that will be out of date many years before the development of the ERF commences; and
- Raise serious concerns about the adequacy of the assessment of alternatives, particularly the reliance on sites identified by Hampshire County Council in 2012. This is not representative of current availability and is clearly inappropriate.

Climate change and net zero:

- The Climate Change Commission (CCC) Sixth Carbon Budget is therefore an important material consideration in the determination of the application for the ERF;
- Given Hampshire County Council's declared Climate Emergency and strategic priority to reduce waste and promote a circular economy, it is entirely appropriate to expect the LPA to account of these policy recommendations in their consideration of the application for the Alton ERF;
- The report from the CCC also notes that the waste sector faces a number of challenges including those associated with long-term contracts and the current lack of carbon capture, utilisation and storage (CCUS) infrastructure in the UK. It notes that many new energy from waste plants are under construction and have been granted planning permission, which if built without CCUS will likely significantly increase sector emissions;
- The 2021 report to Parliament entitled 'Progress in Reducing Emissions' identifies specific key gaps that need to be addressed by Government policy. In relation to waste, the report states on page 32: 'Address with urgency the rising emissions from, and use of, Energy from Waste (EfW), including by ensuring that the capacity and utilisation of EfW plants is consistent with necessary improvements in recycling and resource efficiency, providing support to enable existing EfW plants to begin to be retrofitted with CCUS from the late 2020s, and introducing policy to ensure that any new EfW plants are built either with CCUS or are 'CCUS ready';
- Internal correspondence between Officer's at Hampshire County Council obtained under a Freedom of Information request, highlight concerns that the assumptions about the benefits of the facility, including its carbon effects, seem to be predicated on it diverting waste from landfill and not from recycling and it is precisely this assumption that they remain to be convinced about; and
- No evidence has been provided to demonstrate that CCUS installation is feasible and given the constrained nature of the Site, it is essential that this information is provided in advance of the determination of the application.

Energy and heat:

- The applicant's position on providing heat connectivity – beyond the ERF Site planning boundary – to the local existing heat grid/network would be welcomed here;
- It is entirely appropriate to require the installation of Combined Heat and Power (CHP) connections in advance of receipt of first waste as a condition to any consent. However, this condition must extend to ensuring connections to individual premises rather than simply a connection to a distribution point to service the Mill Lane industrial area;
- Given that the applicant has previously stated that the proposed heat network does not yield an economically viable return, it is wholly misleading to suggest that a Grampian condition requiring the installation of a heat pipe to a distribution point on Mill Lane would be sufficient to deliver CHP; and
- Operational issues and the realities of the electricity market means that the applicant needs to provide additional information to demonstrate that this can be achieved in practice.

Landscape and visual impact:

- The Council has a statutory duty to consider the purposes of the National Park when determining the application for the ERF;
- In light of the comments from the South Downs National Park Authority, it is inconceivable that it could be argued that the proposed ERF would contribute to the statutory purposes of the National Park;
- The applicant states that the proposals would not have a material effect upon the statutory purposes of the National Park. The implication of this statement is an acknowledgement that it would have an adverse effect upon the statutory purposes but simply that that effect would not be material. Notwithstanding that this is not accepted, this is not the statutory duty;
- The citing of an ERF in this location will not conserve and enhance the natural beauty, wildlife and cultural heritage of the area and neither will it promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public;
- The applicant maintains that its approach is consistent with the Landscape Institute's third edition of the Guidelines for Landscape and Visual Impact Assessment (November 2021) (GLVIA3). However, as locally derived information is not identified separately, it is not wholly consistent with guidance within GLVIA3;
- Axis have suggested that their assessment of the magnitude of effect references the roofline of the proposed development breaking the sensitive skyline. Nevertheless, they have ascribed a 'small to medium' magnitude of landscape effect locally, and a 'negligible' magnitude of landscape effect in the wider context. Even if these values are accepted, had the overall sensitivity been appropriately ascribed as 'high' rather than 'medium', the landscape effect locally would equate to a 'significant adverse' rather than the 'insignificant adverse' conclusion that Axis have drawn. Axis have

disregarded the potential for significant landscape effects to occur in geographical areas where the proposed development would not be visible. This logic is contrary to the guidance in GLVIA3. Axis' assertion that the effect on landscape character can only be derived from perceptual responses to visibility is incorrect. Furthermore, to claim that this approach 'does not contradict guidance in GLVIA3' is demonstrably incorrect. Whilst the conclusions of the initial assessment drew attention to the quantum of potentially significant adverse visual effects being seven out of 21 of the identified viewpoints (i.e. 33.3% of the total), the conclusions of the additional information provided for Regulation 25 conspicuously omit reference to the revised quantum of potentially significant adverse visual effects being 28 out of 55 of the identified viewpoints (i.e. 50.9% of the total). The fundamental errors and omissions call into question the credibility of the Landscape and Visual Impact Assessment work undertaken;

- The applicant has failed to address the public's opportunities to understand and enjoy the special qualities of the SDNP would be adversely affected, inasmuch as seven visual receptors within, or on the boundary of the SDNP, and seven visual receptors on the northern side of the Wey valley (from where the proposed development would interrupt views to the SDNP) have been ascribed potentially significant adverse visual effects; and
- The assessment of landscape effects fails to take into account potential changes to the perceived or experiential landscape.

Design:

- Would welcome case studies to show successful delivery and viability of the green living wall proposed. The deliverability of the living wall is material to the success of the development, it is not appropriate to defer consideration of the planting scheme to a planning condition. The viability of the maintenance operations must also be confirmed prior to determining the application. The applicant's suggestion that maintenance will involve the use of a cherry picker type vehicle needs further consideration as many parts of the proposed living wall would be at high level, set-back behind lower-level built-form and therefore not accessible by a cherry picker. Examples include the office accommodation (which would be 11.5m deep and nearly 26m tall) and the residues and reagents building (which would be 16m deep and 22.5m tall). In light of the constraints imposed by the design of the ERF, further information is required on precisely how the panels will be maintained and over what frequency; and
- The precedent living wall examples cited by the applicant are all in urban locations where microclimatic conditions would be different to those in the exposed rural location of the Alton ERF Site and their design would not have been required to emulate rural hues and textures.

Historic environment:

- The LPA has a statutory duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of

special architectural or historic interest which they possess. This coupled with the policies in the NPPF which require clear and convincing justification for any harm to a designated heritage asset suggest a strong presumption against the proposed development; and

- The Applicant has made no attempt to demonstrate that the public benefits of the proposal outweigh the harm to the significance of the designated heritage asset, in this case Bonham's Farmhouse.

Ecology:

- Concerns about the delivery and efficacy of the ecological and biodiversity improvements and enhancements at Shortheath Common SAC and other receptor sites, Mitigation needs to be directed as offsetting the specific adverse effects of the proposed development, not provide a general improvement in the management of a Site. Secondly, works such as this that are necessary for the long-term management of a European designated site are the responsibility of Member states to implement. Such necessary management must be implemented in any event and is not therefore mitigation of adverse impacts caused by a development.

Air quality:

- The applicant has failed to address the potential of the emissions plume to "draw attention to the presence of the Proposed Development from the surrounding area, thereby increasing the influence of the new structures upon the views available", particularly when atmospheric conditions would reveal the 'worst-case' plume visibility.

Highways:

- Request confirmation on the applicant's position on entering into a legal agreement to control HGV routing to and from the ERF Site;
- Request applicant's position on providing an ANPR to record and monitor any HGVs associated with the ERF using – contrary to any approved HGV routing agreement – the junction on the A31 eastbound/Hen and Chicken Inn to turn and head westbound; and
- Any legal agreement needs to include appropriate measure to ensure that the routing agreement is properly enforced;

Site compound:

- The Site compound and operative facilities should have been included in the planning application.

Cumulative impacts:

- The applicant has failed to address the cumulative effect of vegetation clearance relating to the Esso Southampton to London Pipeline.

243. In addition to No Wey Incinerator Action Group, numerous local residents/interest groups have objected to the planning application. The

comments received are summarised in the main part of this representation section.

244. The above issues will be addressed within the following commentary, (except when identified as not being relevant to the decision).

Habitats Regulation Assessment (HRA)

245. The [Conservation of Species and Habitats Regulations 2017](#) (otherwise known as the 'Habitats Regulations') transpose European Directives into UK law.
246. In accordance with the Habitats Regulations, Hampshire County Council (as a 'competent authority') must undertake a formal assessment of the implications of any new projects the Waste Planning Authority 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 (SPA);
 - Special Areas of Conservation (SAC); and
 - Ramsar.
247. 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.
248. It is acknowledged that the proposed development includes environmental mitigation essential for the delivery of the proposed development regardless of any effect they may have on impacts on European designated sites.
249. The HRA Screening carried out by the County Council identified likely significant effects on the integrity of:
- a) Shortheath Common SAC (acid deposition on bog woodland); and
 - b) Wealden Heaths Phase II SPA and Woolmer Forest SAC from potential air quality impacts arising in-combination with increased traffic on the A325 associated with the East Hampshire Regulation 18 Local Plan.
250. Hampshire County Council, as competent authority, has undertaken a Habitat Regulations Assessment; the Stage 1 assessment identified likely significant effects on the integrity of a) Shortheath Common SAC (acid deposition on bog woodland) and b) Wealden Heaths Phase II SPA and Woolmer Forest SAC from potential air quality impacts arising in-combination with increased traffic on the A325 associated with the East Hampshire Regulation 18 Local Plan. These effects have been examined further under Stage 2: Appropriate Assessment, and following the submission of further information regarding additional traffic movements on the A325 as in order to determine whether emissions from the additional traffic on the A325 in combination with the emissions from the proposed development would exceed the 1% de minimis screening threshold it concluded the application will have no adverse effect on site integrity, alone or in combination with other plans and projects.

251. The [draft HRA and Appropriate Assessment](#) was subject to consultation with Natural England as part of the Reg 25 consultation request 5. Natural England advised that they had no comments to make with regard the HRA and were satisfied with the conclusions.
252. As the HRA process has evolved, it has become clear that the plans to use Shortheath Common to mitigate the potential impacts of the development are not required to offset the impacts of the development. More information on this is set out in the [Ecology](#) and [Community benefits](#) section of this commentary.
253. Links to the emerging requirements for 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

254. 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](#) notes the priority of creating new infrastructure which is carbon efficient and resilient to climate change. It includes an action 'to enable, support and deliver a reduction in carbon emissions associated with the built environment to net zero (neutrality) by 2050 and a climate resilient infrastructure — both existing and new. The Action Plan is clear that the priority for buildings and infrastructure will be to work with stakeholders to develop a holistic systems-based approach that considers the whole-life cycle of construction to occupation including the consumption of energy and water, and the integration climate change adaptation. This includes (by not exclusively) consideration of issues such as energy efficiency, energy consumption, on-site renewable energy generation, integration with wider renewable energy generation and electrification, utilities — water, gas, electricity, reduce consumption of resources (water, energy), planning - new developments (e.g. Sustainable Drainage Systems (SuDS)), biodiversity and green infrastructure, resilience to weather, flood risk, preservation of historic buildings and water resilience.
255. When it comes to planning decisions, consideration of the relevant national or local climate change planning policy is of relevance. The 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.
256. In terms of the carbon impact of the proposal, the application included a [Carbon Assessment](#). Further mitigation and adaptation measures associated

with climate change have also been proposed. The proposed development has been subject to consideration of Policy 2 (Climate change – mitigation and adoption) of the [HMWP \(2013\)](#) as well as Paragraphs 152 – 158 of the [NPPF \(2021\)](#). This is documented in more detail in the [Climate change and the assessment of Greenhouse Gas Emission](#) section of this report alongside more information on the findings of the **Carbon Assessment** and the mitigation and adaptation measures proposed.

Commentary

257. The commentary section provides more information on the key issues in relation to the proposal. These are as follows:
- **Principle of the development and the need for the facility** (see [Principle of the development](#));
 - **Application of the waste hierarchy** (see [Application of the waste hierarchy](#));
 - **Assessment against national and local planning policy including compliance with the waste hierarchy and proximity to markets** (see [Meeting the need to manage commercial and industrial wastes and the need for waste management capacity](#));
 - **Loss of existing recycling facilities/capacity within Hampshire** (see [Replacement of the existing waste management uses](#));
 - **Proposed location including alternatives** (see [Suitability of site location and alternatives](#));
 - **Impact on climate change and net zero 2050** (see [Climate change and the assessment of Greenhouse Gas Emission](#));
 - **Energy generation** (see [Energy generation](#));
 - **Heat generation** (see [Heat generation](#));
 - **Impact on the South Downs National Park's designated status** (see [Potential impact on areas designated for landscape](#));
 - **Visual impact and effect on landscape** (see [Impact on the countryside and landscape](#));
 - **Impacts on Rights of Way** (see [Impacts on nearby Public Rights of Way](#));
 - **Design, appearance and sustainability** (see [Design and sustainability](#));
 - **Impact on local heritage assets** (see [Cultural and Archaeological Heritage](#));
 - **Impact on local ecology and biodiversity** (see [Ecology](#));
 - **Impact on public health, safety and amenity including air quality, noise, dust, lighting, pollution and water resources and cumulative impacts** (see [Impact on health, safety and amenity and Impact on coastal, surface or groundwaters and flooding](#));

- **Impact on road safety and highway capacity** (see [Highway impact](#));
 - **Location of the construction compound** (see [Construction compound](#)); and
 - **Socio and economic impacts** (see [Socio-economic impacts](#)).
258. The remaining commentary covers these issues. The commentary also includes consideration of other issues such as [future proofing](#), [restoration](#) of the Site, [community benefits](#), [fire](#), the proposed content of the [legal agreement](#) as well as [other issues](#) through the processing of the planning application.

Development Plan and Policy context

259. This first section of the commentary summarises the main policy context for the proposal. European and national waste legislation is transposed into waste planning policy at both a national and local level. There is a raft of legislation, policy and targets which all seek to deliver more sustainable waste management. These drivers range from national to local and include European Union (EU) legislation (such as the [Landfill Directive 1999/31/EC](#) and revised [Waste Framework Directive 2008/98/EC](#)) which have been transposed into English legislation through the [Waste \(England and Wales\) Regulations 2011 \(SI 2011/988\)](#) as well as national policy on waste as set out within the [Waste Management Plan for England \(2021\)](#). Although the UK has now left the European Union, these are still relevant to the determination of this proposal.
260. The [25 Year Environment Plan](#), included the Government's pledge to leave the environment in a better condition for the next generation. The [Resources and Waste Strategy](#) (2018) sets out how we will preserve material resources by minimising waste, promoting resource efficiency and moving towards a circular economy in England. It sets out how we will minimise the damage caused to our natural environment by reducing and managing waste safely and carefully, and by tackling waste crime. It combines actions to be taken with firm commitments for the coming years and gives a clear longer-term policy direction in line with the 25 Year Environment Plan. It sets out a vision and a number of policies to move to a more circular economy, such as waste prevention through policies to support reuse, repair and remanufacture activities. It is also a blueprint for eliminating avoidable plastic waste over the lifetime of the 25 Year Environment Plan, doubling resource productivity, and eliminating avoidable waste of all kinds by 2050.
261. Building on the [Resources and Waste Strategy](#) (2018), the [Circular Economy Package](#) was announced in June 2021 and sets a target to recycle 65% of municipal waste by 2035 and to have no more than 10% municipal waste going to landfill by 2035. It also restricts the materials which can be landfilled

or incinerated and includes a requirement that waste which is separately collected for recycling must not be incinerated or sent to landfill. The Circular Economy Package is considered to be an important part of the Government's commitment to move towards a more circular economy and reach Net Zero greenhouse gas emissions by 2050.

262. The [Waste Management Plan for England \(2021\)](#) will fulfil the requirements of the [Waste \(England and Wales\) Regulations 2011 \(SI 2011/988\)](#) for the waste management plan to be reviewed every six years. The Plan, and its associated documents, together with local authorities' waste local plans will ensure that waste management plans are in place for the whole of the UK. It focuses on waste arisings and their management. It is a high-level, non-site specific document, providing an analysis of the current waste management situation in England, and evaluates how the Plan will support implementation of the objectives and provisions of [Waste \(England and Wales\) Regulations 2011 \(SI 2011/988\)](#).
263. [Defra's Energy from Waste Guide \(2014\)](#) sets out more guidance on the delivery of energy from waste facilities. It highlights key environmental, technical and economic issues to raise the level of understanding and debate around energy from waste. Such issues are covered in more detail in the relevant section of the [commentary](#), in particular to issues such as the proximity principle (see [Principle of the development](#)). The guide provides clear support for the further expansion of energy from waste to manage waste which cannot be recycled.
264. The Government's Overarching [National Policy Statement for Energy](#) (NPS EN-1) incorporates national policy for delivering energy infrastructure, identifying that renewable energy from the biogenic part of the mixed residual waste is one of a number of technologies that has the greatest potential to increase energy generation from renewable sources. Whilst NPS EN-1 is directed at larger nationally significant infrastructure projects, the underlying principles are relevant, and its policy is a material planning consideration. It is acknowledged that NPS EN-1 is a few years old. However, it remains the Government's national energy policy. Paragraph 5.2.2 of NPS EN-1 includes provisions which say certain energy projects should not generally be refused solely on carbon grounds where need is established under NPS EN-1 for a project, and that reliance can be placed on non-planning policies and regulatory regimes aimed at decarbonising electricity generation when determining planning applications.
265. The Environment Bill (now known as the [Environment Act \(2021\)](#)) received royal assent on 9 November 2021. The Act should be taken into account when making a decision. The [Environment Act \(2021\)](#) has a number of provisions which include:
- The introduction of resource-efficiency standards for products to drive a shift in the market towards products that can be more easily recycled, as

- well as products that last longer and which can be re-used and repaired more easily;
- Proposals for extended producer responsibility schemes to make producers responsible for the full net costs of managing their products at end of life. The powers are intended to incentivise producers to design their products with re-use and recycling in mind, as those that make their products easier to recycle will pay less; and
 - Stipulates a consistent set of materials that must be collected from all households and businesses, including food waste, to help make services more consistent across the country.
266. It is acknowledged that the changes which may occur now the Act is enacted will have an impact on waste management practices nationally in the future.
267. In terms of national planning policy, the [NPPF \(2021\)](#) is a material consideration in planning decisions. Paragraph 2 of the [NPPF \(2021\)](#) highlights that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. It also states that planning policies and decisions must also reflect relevant international obligations and statutory requirements. Paragraph 11 of the [NPPF \(2021\)](#) also incorporates a presumption in favour of sustainable development, wherein it is stated, in relation to decision making, that planning authorities should:
- c) approve development proposals that accord with an up-to-date development plan without delay; or*
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*
268. Other specific paragraphs of the [NPPF \(2021\)](#) relevant to the proposal are set out in [Development Plan and Guidance](#).
269. Waste planning policy is specifically set out within the [National Planning Policy for Waste](#) (NPPW) (2014) and its supporting Planning Practice Guidance on waste. Paragraphs 7 and 8 of the [NPPW](#) states that when determining waste planning applications, Waste Planning Authorities should (only criteria relevant to the proposal are included):
- *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 such cases, waste planning authorities should consider the extent to which the capacity of existing operational facilities would satisfy any identified need;

- recognise that proposals for waste management facilities such as incinerators that cut across up-to-date Local Plans reflecting the vision and aspiration of local communities can give rise to justifiable frustration, and expect applicants to demonstrate that waste disposal facilities not in line with the Local Plan, will not undermine the objectives of the Local Plan through prejudicing movement up the waste hierarchy;*
- ensure that waste management facilities in themselves are well-designed, so that they contribute positively to the character and quality of the area in which they are located;*
- concern themselves with implementing the planning strategy in the Local Plan and not with the control of processes which are a matter for the pollution control authorities. Waste Planning Authorities should work on the assumption that the relevant pollution control regime will be properly applied and enforced”.*

270. In addition, the [NPPW \(2014\)](#) acknowledges that:

- The choice of site should acknowledge the proximity principle for managing mixed municipal waste but recognise that new facilities will need to serve catchment areas large enough to secure the economic viability of the plant; and*
- A broad range of locations should be considered with particular priority given to the re-use of previously developed land and sites identified for employment uses; and*

271. Appendix B of the [NPPW \(2014\)](#) identifies a number of locational criteria for testing the suitability of sites and areas for new waste development. Matters requiring consideration include water quality and flood risk, land instability, landscape and visual impacts, nature conservation, conserving the historic environment, traffic and access, air emissions including dust, odours, vermin and birds, noise, light and vibration, litter, and potential land use conflict. The likely impact on the local environment and on amenity should be considered and the locational implications of any advice on health from the relevant health bodies. Waste planning authorities should avoid carrying out their own detailed assessment of epidemiological and other health studies. These matters are translated into the policies of the [HMWP \(2013\)](#) (unless they are covered by an Environmental Permit) and are addressed in the relevant sections of this commentary section.

272. National planning and waste policy is translated into the [Hampshire Minerals and Waste Plan](#) (HMWP) (2013) through its policies relating to sustainable minerals and waste development (Policy 1), the environment (Policies 2-9), amenity (Policies 10-14) and the economy (Policies 25-33). The [HMWP \(2013\)](#) emphasises the importance of striking a careful balance, focussing on sustainable minerals and waste development, whilst protecting Hampshire's environment, maintain its communities and supporting the local economy. It

calls for ways of dealing with waste which will have as little impact on the environment and communities as possible. The overriding concern is to ensure that any waste proposal is the right development, in the right place, at the right time. The Plan is up to date and is used to determine minerals and waste planning applications alongside national policy and guidance.

273. Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#) states a positive approach to minerals and waste development will be taken 'that reflects the presumption in favour of sustainable development contained in the NPPF (2021)'. Policy 1 states that '*Minerals and waste development that accords with policies in the Plan will be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the proposal or the relevant policies are out of date at the time of making the decision, planning permission will be granted unless material considerations indicate otherwise, taking into account whether:*
- *Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or*
 - *Specific policies in that Framework indicate that development should be restricted.*
274. Similar sustainable development policies are also included in Policy CP1 - Presumption in favour of sustainable development of the [East Hampshire Local Plan: Joint Core Strategy](#) (EHL PJCS) (2014).
275. The vision and strategic objectives of the [HMWP \(2013\)](#) are of relevance. The vision highlights that Hampshire has a resource-management approach to dealing with waste where waste is seen as a resource that can be reused or recycled to make new products. One of the main issues identified for the Plan was strong support for treating waste as high as possible up the waste hierarchy and sending zero waste to landfill, for both non-hazardous waste and inert waste. The principle of producing energy from waste is also supported and the Plan acknowledges that this has implications in terms of the need for more built facilities. The Plan's vision is clear, 'over the next 20 years [up to 2030], the planning of minerals and waste development will help meet Hampshire's present and future needs by protecting the environment, maintaining community quality of life and supporting the economy by:
- *Encouraging a zero-waste economy whereby landfill is virtually eliminated by providing for more recycling and waste recovery facilities including energy recovery; and*
 - *Aiming for Hampshire to be 'net self-sufficient' in waste management facilities whereby it can accommodate all the waste that arises, whilst accepting there will be movements into and out of the area to facilities such as the nationally important incinerator at Fawley.*
276. The other HMWP policies of relevance to the proposal are set out in [Development Plan and Guidance](#). The [HMWP \(2013\)](#) does not include any site allocations for ERF facilities or merchant facilities. It instead provides the relevant policies to guide waste development, in particular through Policies 25

(Sustainable waste management), 27 (Capacity for waste management development), 28 (Energy recovery development) and 29 (Locations of sites and areas for waste management).

277. Relevant district policies are also set out in [Development Plan and Guidance](#).
278. Both national and local waste policy seeks to minimise the use of landfill for residual waste disposal and encourage the use of this waste within recovery facilities where it is capable of being processed into useable forms of energy. This is considered in more detail in the [need](#) section of this commentary. Whether the new proposal is considered to be a sustainable waste development is addressed in the remaining sections of this commentary. The findings are set out in the [conclusions](#) section of this report.
279. Concerns were raised that the proposal would not be in conformity with national and local policy. Whether the proposal is in conformity with the relevant national and local policies and guidance is discussed across the remaining commentary sections of this report.

Principle of the development

280. The principle of using the application site for waste management uses is already established through the grant of planning permission [F33619/004](#) for the MRF and WTS in 2003. The current MRF and WTS facility forms part of the waste infrastructure offered as part of Project Integra. The change of this use from an MRF and WTS to an ERF is not related to the Hampshire Waste Disposal Services Contract. This is covered in the section of the commentary relating to the [replacement of the MRF and WTS facility](#).
281. The ERF would be operated as a 'merchant plant'. This means that it is not being brought forward primarily to serve a specific / single public sector waste contract, but to serve the wider market, including both public and private sectors. The facility proposed is considered to be a strategic waste management facility. Strategic facilities are defined as large and/or more specialised facilities that operate in a wider strategic manner by virtue of scale, high waste tonnages and/or a wider catchment served.
282. The proposal is to provide energy recovery capacity to deal with residual, largely commercial and industrial (C&I) wastes. C&I wastes comprise wastes generated by business and industry. The definition of residual waste is set out in the [Proposal](#) section of this report. The classification of residual wastes to be deposited at the Site would be covered by the Environmental Permit as regulated by the Environment Agency. The waste permitting system ensures that waste is sent to appropriate facilities for treatment and therefore would ensure that segregated recyclable waste is not sent to the facility for treatment. This planning application should be determined on the basis that waste regulations will properly be applied and enforced. These regulations

will ensure that the facility processes waste and does not manage waste that would otherwise be destined for reuse, recycling or composting.

283. For the avoidance of doubt, the applicant has confirmed that planning permission is being sought for a permanent development and therefore as elements of the facility require repair, refurbishment or replacement this would be carried out.
284. The source of the residual waste would primarily be from sources within Hampshire and surrounding authority areas. Concerns about the feedstock required to feed the plant, the difficulty in predicting C&I arisings and the fact that no contracts are in place for the proposed Site were raised during the planning process and these are acknowledged. These included comments from No Wey Incinerator Action Group who criticised that neither the lack of information provided on the sources of waste that the proposal would handle or the implications of taking waste from other planning areas have been assessed in terms of compliance with local planning policy. The feedstock for the proposed facility would be waste, comprising residual wastes that are currently either being consigned to landfill or subject to thermal treatment elsewhere, typically in energy from waste facilities located outside of the UK in mainland Europe. The residual waste would be secured through a series of contracts by the operator once the facility has been commissioned and is operational. The sources of waste may vary over the lifetime of the facility as waste streams change and the industry adapts. It is important to have an understanding of the different characteristics of the waste markets for municipal and commercial and industrial waste streams. For municipal waste it is common practice for local authorities to enter long term contracts (often 20-30 years) which enable investment decisions to be secured on the basis that there is a guaranteed waste feedstock thereby providing a clear understanding of its origins. Within Hampshire, [Project Integra](#) facilitates a long-term waste contract (Hampshire Waste Disposal Services Contract) secured with the applicant for the management of waste up to 2030. More information on this partnership is set out in the [Planning History](#) section of this report. The situation is quite different for the C&I waste sector where shorter term contracts (often extending just a few months) are more typical. It is also common practice that such contracts can only be secured once a facility is available and 'on-stream' within a competitive waste market. It is therefore clear that the applicant may not be able to readily identify the specific origins of the waste feedstock at the planning application stage for a facility which would predominantly deal with commercial and industrial waste. This means to refuse planning permission on this ground would in effect prohibit any merchant facility being developed, with all potential operators being in the same situation as the applicant and would result in shortfalls in commercial and industrial waste recovery capacities. The availability of the feedstock is also a contractual matter and is outside of the planning process.
285. As already acknowledged, the Waste Planning Authority cannot control the location of the source of waste which may be imported to the facility.

Meeting the need to manage commercial and industrial wastes and the need for waste management capacity

286. Paragraph 7 of the [NPPW \(2014\)](#) states that 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. This is noted. However, the issue of need is pertinent to this proposal as Policies in the adopted HMWP (2013), in particular Policy 29 (Locations and sites for waste management development) of the [HMWP \(2013\)](#) requires consideration of need. It is therefore of relevance to this proposal.
287. Section 4.2 of the **Planning Statement** covers the need for the proposal, setting out that there is a demonstrable need for treatment capacity within Hampshire and the surrounding areas. The **Planning Statement** states that the reality is that there is far more residual waste requiring treatment within the region than could be accommodated at the plant. The applicant states that the proposal would help meet the strategic need for a reliable and sustainable solution to manage residual waste arisings within Hampshire, as well as helping to address the wider regional requirement for a sustainable waste management solution.
288. The proposed ERF has been designed to recover energy through the controlled combustion of 330,000 tpa of residual wastes of variable type and calorific values and includes refuse derived fuel ('RDF'). The facility would also recover the ash residues and the metals within them for recycling. Accordingly, the applicant states that the specific need would be to meet the requirements for the management of residual waste, which is a market which has only has two possible ultimate means of management:
- through thermal treatment and energy recovery, as would occur at the ERF facility, which also referred to as 'other recovery'; and
 - through disposal at landfill, which sits at the bottom of the waste hierarchy, below 'other recovery'.
289. To suitably assess the issue of need, an assessment of potential commercial and industrial waste arisings and capacity is required. It is important to note that an assessment of need for the proposal is not straightforward to estimate for several key reasons. Waste data is notoriously unreliable and difficult to work with and this is a national issue. The [UK statistics on waste](#) clearly states C&I waste generation remains extremely difficult to estimate owing to gaps and limitations with the data, and so this needs to be considered when looking at potential arisings and overarching need. The methodology for collecting C&I data relies largely on known tonnages of waste processed at permitted sites and recycling facilities. It makes no attempt to estimate waste that maybe processed at exempt sites that is not captured in the available waste data. In addition, the term 'commercial and industrial' spans a range of

economic activities including manufacturing, industrial processes and service-based enterprises, but excluding sewage sludge. As a result, C&I estimates (for England) have a much higher level of uncertainty than waste from households (or other Local Authority Collected Waste) and caution should be exercised in application of the figures and interpreting trends over time. Locally, the vast majority of data comes from the Environment Agency and Local Authority Collected Waste data, yet the two data sources are not necessarily directly comparable. In addition, the data is collected directly from operators and is subject to their accuracy and participation levels. These factors need to be taken into account when we consider the potential 'need' for the facility.

290. The remaining part of this section of the commentary covers the following areas:
- Waste arisings; and
 - Waste capacity (including capacity for Hampshire, from outside of Hampshire, diversion of waste from landfill and of waste from Hampshire).

Waste arisings:

291. Policies 25 (Sustainable waste management) and 27 (Capacity for waste management development) of the [HMWP \(2013\)](#) are the overarching waste policies for the plan. Policy 25 (Sustainable waste management) sets out the *long-term aim is to enable net self-sufficiency in waste movements and divert 100% of waste from landfill. It indicates that all waste development should:*
- a) encourage waste to be managed at the highest achievable level within the waste hierarchy; and*
 - b) reduce the amount of residual waste currently sent to landfill; and*
 - c) be located near to the sources of waste, or markets for its use; and / or*
 - d) maximise opportunities to share infrastructure at appropriate existing mineral or waste sites.*
292. The policy also sets a provision for the management of non-hazardous waste arisings with an expectation of achieving by 2020 at least 60% recycling and 95% diversion from landfill.
293. Policy 27 (Capacity for waste management development) of the HMWP (2013) sets out the objectives for waste management capacity within the plan period. *'In order to reach the objectives of the Plan and to deal with arisings by 2030 of 2.62mtpa of non-hazardous waste, 2.49mtpa of inert waste and 0.16mtpa of hazardous waste. It sets out minimum amounts of additional waste infrastructure capacity which are estimated to be required, which in the case of non-hazardous recovery capacity is of 0.39mtpa. The Policy sets out criteria for where support will be given if they maintain and provide additional capacity for non-hazardous recycling and recovery including new sites to provide additional capacity.*

294. Nationally, the [Waste Management Plan for England \(2021\)](#) sets out some data for commercial and industrial waste arisings. The following table is from the [UK statistics on waste](#) and shows that in 2018, 37.2 million tonnes of waste was generated by businesses in England, an increase of 1.1 million tonnes from 36.1 million in 2017. The estimates presented in Table 4 are ‘as received’ tonnages and do not include an additional adjustment from wet weight to dry weight for sludges.

Table 4: Total waste generated by the commercial and industrial sectors, UK and England, 2010-19 ([UK statistics on waste](#), 2021)

million tonnes

	UK			England		
	Commercial	Industrial	Total C&I	Commercial	Industrial	Total C&I
2010	28.7	15.0	43.7	21.6	10.4	32.0
2011	:	:	:	21.4	12.0	33.4
2012	25.0	17.6	42.6	21.0	12.9	33.9
2013	:	:	:	20.8	12.0	32.8
2014	25.4	14.6	40.0	21.3	10.4	31.7
2015	:	:	:	22.5	9.4	31.9
2016	27.5	13.5	41.0	23.6	9.5	33.1
2017	:	:	:	25.8	10.3	36.1
2018	30.8	13.1	43.9	27.1	10.1	37.2
2019	:	:	:	26.6	10.5	37.2

Source: Defra statistics

: = Not available

Minor revisions made to 2016 UK figures (see [Data Revisions](#) section)

295. The data in Table 4 shows a year-on-year increase in C&I arisings which require management. The table also shows that 43.9 million tonnes of C&I waste was generated in the UK in 2018, of which 37.2 million tonnes (around 85%) was produced in England. By comparison, the 2016 UK C&I waste arisings figure was 41 million tonnes, of which 33.1 million tonnes was generated by England. Over two thirds of C&I waste is generated by the commercial sector, in both the UK and England. For 2017, the England estimate (36.1 million tonnes) was a relatively large increase from 33.1 million tonnes in 2016. Around half of this increase is accounted for by some treatment categories where the Environment Agency have made improvements to capture additional installations from 2017 that were omitted for previous years; therefore, figures for 2017 onwards are not directly comparable with earlier years. Caution should generally be exercised in interpreting apparent year-on-year changes in the C&I data, owing to inherent uncertainties in the underlying data and methodology.
296. Building on the national picture, the South East Waste Planning Authorities Group (SEWPAG) have undertaken analysis of potential waste arisings across the South East (2021) as set out in the reports on Report on Residual Waste Capacity in South East (See **Appendix M**) and Wider South East Residual Waste Capacity Report 2021 (See **Appendix N**). Table 5 shows predicted uses the data presented in the report for C&I arisings in the south-east and residual waste to be managed after recycling of various proportions

of the waste stream. It also shows any anticipated shortfalls in capacity based on the projected arisings.

Table 5: Waste arisings for the South East / Hampshire (per annum) and potential residual waste left to be managed based on varying recycling rates (2020)

Authority	C&I arisings actual (total)	C&I growth @0.5%	C&I growth @1%	C&I growth @1.5%	C&I residual	Current permitted C&I recovery capacity*	Shortfall (- being a shortfall in capacity)**
Buckinghamshire	582,000	643,049	710,151	783,870	321,525	0	-582,000
Central and Eastern Berkshire	508,920	562,303	620,979	685,441	281,152	0	-508,920
East Sussex (inc. B&H & SDNP)	516,420	570,590	630,131	695,543	285,295	242,000	-274,420
Hampshire	1,257,500	1,389,406	1,534,389	1,693,670	694,703	540,000	-717,500
Isle of Wight	63,530	70,194	77,519	85,566	35,097	44,000	-19,530
Kent	1,274,080	1,407,725	1,554,620	1,716,001	703,863	500,000	-774,080
Medway	206,125	227,747	251,512	277,620	113,873	0	-206,125
Milton Keynes	34,000	37,566	41,486	45,793	18,783	93,600	59,600
Oxfordshire	542,000	598,853	661,343	729,995	299,427	326,000	-216,000
Slough	381,000	420,965	464,892	513,152	210,483	898,000	517,000
Surrey	744,000	822,042	907,821	1,002,060	411,021	55,460	-688,540
West Berkshire	174,090	192,351	212,423	234,474	96,176	0	-174,090
West Sussex (inc. SDNP)	456,000	503,832	556,407	614,166	251,916	130,400	-325,600

*For Hampshire this includes only the three existing EfW facilities. **C&I arisings actual (total) - Current permitted C&I recovery capacity

297. It is important to note that for Hampshire, the 1,257,5000 of C&I arisings actual (total) highlighted in Table 5 is an assumption based on the figures included in the [HMWP \(2013\)](#). For reasons outlined later in this commentary, this data is considered to be out of date. The No Wey Incinerator Action Group has indicated that if the target rate of 65% is achieved, the SEWPAG report demonstrates that there would be a surplus of 'other recovery' capacity (e.g. EfW) of 29,406 tpa across the south-east.
298. The Residual Non-Hazardous Waste Treatment Capacity in the South East study (2021) highlights that if the 65% recycling target is achieved, without relying on landfill, there would be a shortfall of capacity for residual treatment of just under 1 million tonnes per annum. Assuming the growth rates and recycling rates for the south-east, the data shows the proposal can contribute to meeting a need for the management of C&I arisings in the south-east. Most notably, Surrey and West Sussex are considered to have a shortfall of

688,540 and 325,600 tonnes respectively as set out in Table 5. The Waste Planning Authority is aware that a gasification facility is currently under construction in Surrey at Charlton Lane, Shepperton and would have a capacity of 55,000 tonnes per annum. The emerging Surrey Waste Local Plan (January 2019) identifies a requirement for additional recovery capacity, in addition to that provided by the Charlton Lane facility.

299. In the response to Regulation 25 request 5, the No Wey Incinerator Action Group indicated that as of 'May 2021 there were three applications for 'other recovery' facilities that were awaiting determination'. These include the development hereby proposed, as well as a 150,000 tpa facility at Reading Quarry and a 135,000 tpa facility at Ford. They indicated that if all three of these facilities were approved, another 615,000 tpa of 'other recovery' facilities would be available, taking the surplus to 931,406 tpa (or 1,071,406 tpa if the consented 140,000 tpa at Ford was also included) in the south-east. It is the Waste Planning Authority's understanding the proposal at Ford has recently been withdrawn. In any case, the Waste Planning Authority can only base its assessment on those sites which have permission and have been implemented. What may or may not be implemented in the future is not relevant to the determination of this proposal. Whilst it is acknowledged that 'other recovery' capacity in the pipeline could come on stream, this is not determined.
300. It is important to note that the level of waste growth will significantly impact potential local, regional and national C&I arisings. For the purpose of this report, a growth rate of 0.5% has been assumed as this is in line with the growth predicted within the [HMWP \(2013\)](#). Alternative levels of growth are set out elsewhere. For example, the [Tolvick report 'Filling the gap – the future for residual waste in the UK' \(2019\)](#) predicts an average growth of 1.5% per annum for C&I wastes between 2010-2016. However, from a policy perspective and viewing the situation broadly, it is appropriate to assume a growth rate of 0.5%. It is, nevertheless, recognised that any variation in this growth rate above 0.5% would lead to a rise in the amount of arisings which would need to be managed.
301. Policy 25 (Sustainable waste management) of the [HMWP \(2013\)](#) sets out a 60% recycling rate. However, since the adoption of the [HMWP \(2013\)](#) Government has indicated that it intends to achieve 65% recycling of municipal wastes by 2035 and this is reflected in many Waste Local Plans in the South East as well as measures introduced in the [Environment Act 2021](#). The Waste Planning Authority has been advised by the Environment Agency that that the ambition will be the same for C&I wastes. This revised target is therefore of relevance to the proposal due to the proposed life of the facility and the impact this rate of recycling may have on the residual waste being available for the plant. If this target is then met, there will be no more than 35% of waste remaining (the 'residual waste' fraction) to be managed by landfill or 'other recovery' such as Energy from Waste (EfW). From a policy perspective, the 65% recycling rate has been assumed although it is acknowledged that there are significant challenges in achieving the target of

65% recycling and composting of non-hazardous waste. The [Tolvick](#) report has highlighted an element of caution in achieving target recycling rates. [2019 data](#) shows a 45.5% recycling rate for MSW in England, with only 38.5% being recycled in Hampshire. Therefore, there is potential for the arisings highlighted above to be greater than what is estimated. It should also be noted that the above analysis does not include any forecasts for population or economic growth, both of which could cause an increase in the quantity of waste arisings. It is therefore fair to say that there is a degree of uncertainty in relation for future arisings.

302. The Waste Planning Authority acknowledges that the measures which will be introduced as a result of the [Environment Act \(2021\)](#), as well as initiatives to ensure that the Government target of recycling 65% of residual municipal waste by 2035 is met, could result in a decrease in the amount of residual waste available for incineration during the lifetime of the proposed ERF. However, significant changes to collection and waste management systems will be required to achieve the 65% target for both Local Authority Collected Waste and C&I waste.
303. Furthermore, the No Wey Incinerator Action Group indicated that the SEWPAG report concludes that there is a risk that if any of the 'other recovery' capacity in the pipeline (i.e. consented and applications pending) came on stream then it might not be possible to achieve 65% recycling of Local Authority Collected Waste and Commercial and Industrial Waste. The concerns in relation to the potential for disincentivising the waste hierarchy are acknowledged. For the reasons outlined in the [Application of the waste hierarchy](#) section of this commentary, the Waste Planning Authority considers that regulatory measures will ensure this does not occur.
304. It is acknowledged that the Covid pandemic may have an impact on C&I arisings in 2020/2021. A [2020 assessment](#) by Tolvick reported that the UK's export of refuse-derived fuel more than halved year-on-year during the coronavirus-enforced lockdown. The data showed that during the lockdown period (corresponding roughly to the second quarter of 2020), only 0.34 million tonnes of RDF was exported from England. This equalled a 51% drop from the same period in 2019 when 0.70Mt was shipped. Tolvick also concluded that overall residual waste tonnages dropped by 15.6% during the lockdown period. However, energy-from-waste plants increased the amount of waste they processed by 5.6%. The average during the second quarter of 2019 was 3.15Mt, while during the same period this year EfW plants took in about 3.45Mt. Finally, the data also shows landfill inputs were down 34% from the average during 2019 to 1.91Mt in Q2 of 2020. The East of England Waste Technical Advisory Body, South East Waste Planning Advisory Group and London Waste Planning Forum joint report on [Landfill and Residual Treatment Capacity in the Wider South East of England Final Report - May 2021](#) states that *'the economy is likely to enter a recession following the Covid crisis and C&I waste arisings will be significantly lower than anticipated in any waste forecasts. However, the exact impact on the arisings will not be known for some time and indeed may only be a short-term reduction'*. The

exact short, medium and long-term impacts of the pandemic on arisings are not known at this stage. There may be a short-term reduction, but it is judged that the 0.5% growth over the lifespan is consistent even with 65% recycling rate. An impact on the export of waste following the UK's exit from the EU is also beginning to show, with exports reducing.

305. Taking into account the current arisings, growth rate and recycling targets, the data shows the proposal can contribute to meeting a need for the management of C&I arisings in the south-east.
306. Waste arisings data and capacity data were also reviewed for the south-west. Currently permitted capacity data was found for Cornwall, Devon, Gloucestershire and the West of England Unitaries. However, there was no detailed assessment arisings, need and shortfalls in capacity in the same way there has been for the south-east. This means we cannot adequately assess need in the south-west at this time.
307. The Waste Planning Authority has reviewed a planning application that has recently been determined by Wiltshire Council for an amended merchant ERF at [Northacre Energy from Waste Facility, Westbury](#). This facility was for both C&I and Local Authority Collected residual waste. This application provides the Waste Planning Authority with the only recent analysis of C&I in the south-west. In considering the application, Wiltshire Council acknowledged that *'in terms of C&I waste, practically no published data has been identified in any of Wiltshire's waste planning or strategy documents, or related evidence-based papers. The most contemporary headline figure available revealed is that from the Defra C&I Waste Survey (Jacobs 2010). This put C&I arisings at 286,000 tonnes in 2009. Analysis in the [Tolvick report 'Filling the gap – the future for residual waste in the UK' \(2019\)](#) puts the annual average growth rate of C&I waste at 1.5% between 2010 and 2016. Applying such growth would give C&I waste arisings of 331,914 in 2019. In the same report, Tolvik provides a C&I waste recycling rate of 60%. Based on this level of recycling, there was circa 133,000 tpa of residual C&I waste requiring treatment. Based on the foregoing and applying the net self-sufficiency approach advocated by Policy WCS1, Wiltshire has circa 273,000 tpa of residual waste that requires management'*. The officers report concludes that the Northacre Facility would broadly deliver net self-sufficiency in Wiltshire for residual waste management. As part of the determination process, a sub-regional waste market analysis was commissioned to provide a commercial evaluation of residual waste treatment capacity requirements within the sub-region. The report considered a market (split into discrete 6 sub-markets), broadly based on a 2-hour drive time from the Northacre site, but adjusted to reflect the effects of EfW competition, particularly towards the periphery of the market. Its broad boundaries are the Bristol Channel, South Coast, Gloucestershire and vicinity of the A34. Of the 6 sub-markets there is a defined 'Inner' market comprising Wiltshire, Bath & North East Somerset, Bristol and South Gloucestershire. The report noted that 'in the market in 2017 there was 0.76 million tonnes ('Mt') of residual municipal-like C&I waste. Of this some 61% (436,000 tonnes) was consigned to landfill and 31%

(235,600 tonnes) exported. The report modelled 3 scenarios with regards to future tonnages of residual waste, taking account of: future recycling rates; greater resource efficiency; and waste growth. The report identified that within the market area there are 6 'certain' EfW facilities. These are facilities that are either operating or under construction and were due to be operational by 2022 and would have a combined merchant C&I waste capacity of 0.3 Mt (the majority of their capacity being subject to long term Local Authority Collected Waste contracts). The sub-regional need for the Northacre Facility would make a material contribution towards meeting the residual waste treatment requirements of the sub-regional market area, which is forecast to have a capacity gap of circa 470,000 tpa. The report demonstrated that there was a need for the Northacre Facility for the south-west sub-regional area.

308. Although the data is extremely limited for the south-west, it is conceivable that the Alton ERF could provide capacity to meet a shortfall in the south-West, across the wider sub region. However, the lack of real data on this point means that it cannot be clearly determined.

Waste capacity:

309. How this proposal links to waste capacity within Hampshire and nationally is also of importance to the proposal. Policy 27 (Capacity for waste management development) of the [HMWP \(2013\)](#) sets a target to deal with 2.62mtpa of non-hazardous waste by 2030. It also sets out a minimum amount of additional waste infrastructure capacity which is estimated to be required which for non-hazardous recovery is: *0.39mtpa of non-hazardous recovery capacity*. This is a minimum target. The Policy also states that 'proposals will be supported where they maintain and provide additional capacity for non-hazardous recycling and recovery including criteria (relevant to the proposal) b) *the use of existing waste management sites and d) new sites to provide additional capacity (see Policy 29 – Locations and sites for waste management)*.
310. For the purposes of the [HMWP \(2013\)](#) and the determination of this application, recovery is defined as '*any operation the principal result of which is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil a particular function, or waste being prepared to fulfil that function, in the plant or in the wider economy*'. Recovery is therefore a broad term which can cover a wide range of waste management practices. It is much wider than just about 'energy from waste'.
311. Recovery and shortfall in capacity as identified in the [HMWP \(2013\)](#) is set out in the following table alongside an update to capacity and shortfall figures which were presented in the [2018 Review of HMWP](#). The HMWP shortfall capacity requirement of 390,000 tpa is a minimum requirement. Based on the figures highlighted below the total recovery capacity at the time of the adoption of the [HMWP \(2013\)](#) was estimated to be 920,000 tpa. This assumed a 0.5% growth per annum in C&I wastes. This is set out in Table 6.

Table 6: Recovery capacity and shortfall in capacity at the time of the adoption of the HMWP and following subsequent monitoring.

	Total Recovery Capacity (tpa)	Shortfall Recovery Capacity (tpa)	How the proposal would contribute to shortfall ('-' is surplus)
Adopted HMWP (2013)	530,000	390,000	60,000
Plan capacity + permitted capacity from AMRs (2018 Review of HMWP)	885,000	35,000	-295,000

312. Based on the figures presented in the [2018 Review of HMWP](#), it could be concluded that the proposal would be considered to be an overprovision of recovery capacity. However, the following factors are of importance here:
- it is recognised that insufficient recycling capacity had been delivered during this time period;
 - the Waste Planning Authority has acknowledged that the data in which the plan's capacity and shortfall was calculated is now known to be out of date; and
 - It is acknowledged that the monitoring methodology was lacking as it did not capture the full picture, nor did it account for any capacity lost.
313. A subsequent further [2020 Review](#) also included an update stating that 294,782 tpa of recovery capacity was available based on 'capacity' granted permission by August 2020. This has also been reviewed as part of the further analysis undertaken.
314. During the processing of the planning application, it has become apparent that the permitted capacity figures set out in the [2018 Review of HMWP](#) and [2020 Review](#) included inaccurate data. The applicant submitted Additional Environmental Information (December 2020) relating to the capacity requirements and need. It concluded that *'on the basis of the above analysis there does not appear to be any additional operational facilities providing a material contribution to the identified recovery capacity need set out in Policy 27. This is further reinforced by the analysis of Policy 28 which sets out that during the 5 years since the plan was adopted, there was a decline in the number of sites and energy produced from energy recovery developments. The applicant is also not aware of any major waste recovery facilities that have been developed during the plan period which contribute to the waste recovery capacity identified in Policy 27. On this basis the applicant stands by the position set out in the Planning Statement that the HMWP identifies a need for the delivery of 390,000tpa of waste recovery capacity (which is noted as a minimum requirement), and that this capacity has not been met, in fact there are no meaningful facilities which have contributed to this need'*. This response highlighted potential discrepancies between what has been

implemented and/or the capacity that is being delivered. Following review, it is the Waste Planning Authority's view that the issues raised by the applicant are valid.

315. Like with waste arisings, there are issues with the reliability of the data as some of the capacity included in calculations has not been implemented or are not operating at permitted levels. Sites that involve other forms of recovery may also be included in the data. These shortcomings with the data are acknowledged by the Waste Planning Authority. This is further acknowledged by the commentary in the [2019 Monitoring Report](#) which highlighted the need to adopt a new methodology for calculating capacity through the update of the [HMWP \(2013\)](#). The applicant has also raised concerns on data used in the Monitoring Report and in any future modelling, namely:
- A disconnect between what is being reported by operators as their 'potential recovery capacity' and the 'operational recovery capacity' being delivered; and
 - The need to take into account the actual operational capacity of waste treatment facilities.
316. Based on these findings, the Waste Planning Authority has done a more extensive review of all capacity data to ensure it is as accurate as possible given the limitations on data. The data used reflects permitted capacities or updated records lodged through the Waste Data Interrogator. This has formed the basis of the analysis undertaken. It has also included a review of the most up to date capacity including the agreed SEWPAG methodology set out in Table 5, as well as associated data as previously set out. This data has then been scrutinized to ensure that any uncertain data is reviewed. This is presented in Table 7.

Table 7: Further review of recovery capacity and the shortfall in capacity for Hampshire

	Total Recovery Capacity (tpa)	Shortfall Recovery Capacity (tpa)	How the proposal would contribute to shortfall ('-' is surplus)
Currently permitted non-hazardous recovery capacity (Sept 2021)**	932,742	-12,742	-342,742
Further adjusted capacity ***	621,234	298,766	-31,234
**Based on a regionally agreed methodology as set out in South East Waste Planning Advisory Group, primarily using Operator Waste Surveys and Environment Agency's data.			
***Reviewed to exclude uncertain data on liquid waste inert waste, wood waste, non-hazardous C,D&E waste and tonnages where the WDI shows the majority of accepted waste is inert.			

317. The further adjusted capacity presented above is a result of a review of all capacity data. The Waste Planning Authority has assessed what this is comprised of and has removed all uncertain data on liquid waste, inert waste, wood waste, non-hazardous C,D&E waste and tonnages where the Waste Data Interrogator shows the majority of accepted waste is inert. It is important to note that this assessment has been undertaken by the Waste Planning Authority and does not include the applicant's capacity adjustments (as documented in **Environmental Statement Volume 5: Additional Environmental Information (December 2020)** which removed household waste from the AD capacity figures, as the plan requirements group household and C&I as non-hazardous together. Data from Waste Transfer Stations have also been removed as relevant. This provides the Waste Planning Authority with what it considers to be the most up to date assessment of recovery capacity, compared to the 920,000 required by the HMWP (2013). On the basis of the up-to-date assessment, there is a clearer picture of what the potential shortfall in actual capacity is and this is calculated at 298,766 tonnes. On the basis of the capacity proposed by the ERF, this would lead to a potential excess of 31,234 tonnes. It is also not an uncommon situation to be in with a proposal of this scale and nature. Whilst this excess is acknowledged, it is a small capacity surplus and one which is not considered to cause conspicuous impacts by the Waste Planning Authority. This is on the basis that as a merchant facility, not all of the capacity will be for Hampshire's waste.
318. The applicant did question the energy recovery capacity figures in the application. These concerns are acknowledged. However, it is the Waste Planning Authority's view that the methodology proposed by the applicant for determining energy capacity follows a slightly different methodology to what has been presented for other data streams. If sites, for example including sewage sludge and landfill treatment are included, as they produce energy, you can no longer compare to the recovery capacity requirements of the [HMWP \(2013\)](#). Use of this methodology is therefore not considered to be appropriate by the Waste Planning Authority.
319. It is acknowledged that the data presented in Table 7 is still not perfect as it relies on operators' submission of the correct level of arisings and the correct classifications of the waste. For example, it is acknowledged that some of the data includes RDF which will be exported out of the country. However, the Waste Planning Authority is confident that this gives a more accurate picture of potential arisings and capacity both within Hampshire and in surrounding areas based on the data currently available. The further analysis undertaken indicates that the proposal will contribute to meeting a need for the management of C&I arisings in the Hampshire as well as contributing to meeting a need for surrounding areas as set out in Table 5.
320. A number of representations received related to the fact that Hampshire already has three ERFs and that no evidence has been submitted

demonstrating a need for another. These comments are acknowledged. Hampshire's three ERFs at Chineham, Portsmouth and Marchwood provide waste disposal for all household residual waste collected from the kerbside in Hampshire, Portsmouth and Southampton, as well as suitable material disposed of by residents at the Household Waste Recycling Centre network across the County. The three existing ERFs are not merchant facilities and do not provide the potential to manage C&I waste. The application indicates that they are currently operating at or near total capacity. Based on analysis by the Waste Planning Authority of the operation of these ERFs in 2020 (set out in the Waste Data Interrogator) this confirms the applicant's position. The data is as follows:

- Marchwood ERF has a total capacity of approximately 210,000 tonnes had a throughput of 204,126 tonnes;
- Portsmouth ERF has a total capacity of 210,000 tonnes had a throughput of 207,230 tonnes; and
- Chineham ERF has a total capacity of 102,000 had a throughput of 100,017 tonnes.

321. Furthermore, the proposed facility is intended to be more flexible than other ERFs in terms of the types of calorific values it can accept. This means that the facility offers an opportunity to adapt to changing waste management requirements. This could include flexibility should any of the existing ERFs cease to operate for any significant period of time, which is a possibility given the age of the existing plant and the need to update them to reflect new technologies and practices.
322. Many of the responses received questioned the need for the facility and its capacity to meet Hampshire's needs. This was set out in responses received including from No Wey Incinerator Action Group. Indeed, many of the representations received acknowledged that the proposal and its capacity far exceed the waste disposal requirements within Hampshire, especially within the East Hampshire area. Concerns were also raised about the extent to which this Site would cater for waste being delivered from sources outside the district and county.
323. The vast majority of energy from waste facilities are determined by Waste Planning Authority's as planning applications rather than by the Secretary of State under the Nationally Significant Infrastructure Project (NSIP) regime, as most facilities fall below the 50MW threshold to be considered a NSIP. The SEWPAG estimated that the average capacity of the EfWs (ERFs) permitted by Waste Planning Authority's in England so far is around 250,000 tpa.

Capacity for waste from outside of Hampshire:

324. The applicant states that the proposal would help address the wider regional requirement for a sustainable C&I waste management solution under the proximity principle. The need for energy recovery and its spatial provision is often associated with the issue of the proximity principle. Paragraph 006 of

the [NPPG](#) (Waste) states that ‘*the principles of self-sufficiency and proximity (commonly referred to as the ‘proximity principle’) are set out in Article 16 of the [Waste Framework Directive](#), Local Planning Authorities are required, under Regulation 18 of the [2011 Regulations](#) which transposed the Directive, to have regard to these requirements when exercising their planning functions relating to waste management*’. In addition, paragraph 007 of the [NPPG](#) (Waste) states that although it is the aim that each Waste Planning Authority to manage all of its own waste ‘*there is no expectation that each Local Planning Authority should deal solely with its own waste to meet the requirements of the self-sufficiency and proximity principles. Nor does the proximity principle require using the absolute closest facility to the exclusion of all other considerations. Furthermore, there could also be significant economies of scale for local authorities working together to assist with the development of a network of waste management facilities to enable waste to be handled effectively*’.

325. [Defra’s Energy from Waste Guide \(2014\)](#) summarises the issues of the proximity principle and energy recovery neatly. Paragraph 152 states that ‘*the principle is often over-interpreted to mean that all waste has to be managed as close to its source as possible to the exclusion of other considerations, and that local authorities individually need the infrastructure required to do so. This is not the case. Indeed, the final part of the Article itself states, “The principles of proximity and self-sufficiency shall not mean that each Member State has to possess the full range of final recovery facilities within that Member State”. Clearly if not even the entire country needs to have the full range of facilities, a specific local authority does not have to. While there is an underlying principle of waste being managed close to its source, there is no implication of local authorities needing to be self-sufficient in handling waste from their own area*’. Paragraph 153 goes on to say that ‘*the proximity principle itself requires mixed municipal waste “...to be recovered in one of the nearest appropriate installations, by means of the most appropriate methods and technologies, in order to ensure a high level of protection for the environment and public health”*. This has a number of implications:
- “one of the nearest” means it doesn’t have to be the absolute closest facility to the exclusion of all other considerations, including cost;
 - It may be justified to use a more distant solution if it provides a more appropriate method or technology to ensure overall a higher level of protection of the environment and public health;
 - It applies to the network of facilities in the EU – it doesn’t mean a new facility has to be constructed if capacity doesn’t exist in that country. Equally the presence of capacity elsewhere does not preclude the development of a more proximate solution, especially as there is an aim of moving towards self-sufficiency within individual countries. We can export waste for energy recovery where it provides a better solution, but the availability of excess capacity elsewhere in Europe does not preclude us from developing capacity domestically;
 - It says nothing about administrative boundaries (except the overall EU border). As such the nearest solutions may all be in administrative

areas that are different from those in which the waste arises. Equally it does not imply a facility can only process 'local' waste.

326. There is nothing in the legislation or the proximity principle that says accepting waste from another council, city, region or country is unacceptable; in many cases it may be the best economic and environmental solution and/or be the outcome most consistent with the proximity principle. Paragraph 154 of the Guide clearly states that *'there is an expectation on local authorities to work together (re-enforced by the need to demonstrate that they have done so through the Duty to Co-operate provisions of the Localism Act 2011) to ensure that waste needs across their respective areas are handled properly and appropriately. However, it is recognised that to many, accepting waste from elsewhere does appear wrong and it is often cited in objections to a planning proposal or to demonstrate that a plan is flawed'*.
327. Paragraph 155 of the Guide also states that *'the concern about accepting waste from elsewhere is often a proxy for more fundamental concerns about the scale of a plant on a given site and the impacts of transporting waste, particularly if it is perceived that taking waste from elsewhere is driving the development of a larger facility in a given community than would otherwise be required to deal with 'their' waste. A network of smaller facilities provides potential benefits such as shorter transport distances, proximity to heat users, reduced visual impact and a sense of a community dealing with its own waste. However, in some circumstances a larger plant may be the appropriate solution and there can be benefits from these also. For example: greater efficiencies; economies of scale; the ability to support alternative transport links such as dedicated rail heads; or the availability of large industrial heat customers. Getting the right size plant is a key part of the debate and should not be ignored, but an overemphasis on restricting facilities to 'local waste', particularly defining it by administrative ownership of waste and the boundaries and quantities this implies, can lead to sub-optimal solutions in terms of cost, efficiency and environmental impact; and a significant loss of long-term flexibility'*.
328. Finally, paragraph 156 of the Guide highlights that the *'ability to source waste from a range of locations/organisations helps ensure existing capacity is used effectively and efficiently and importantly helps maintain local flexibility to increase recycling without resulting in local overcapacity for residual waste. For an existing plant, taking waste from a range of locations should be seen as a positive by keeping the plant running at maximum efficiency. In many places waste from a number of authorities is processed at the same site very successfully'*.
329. In a recent response made by the SEWPAG to the Review of Energy National Policy Statements (November 2021) it was indicated that thus far, EfW facilities with a power output greater than 50MW permitted under the NSIP regime have a capacity that averages 700,000 tonnes per annum (ktpa). These include:

- Rookery South Energy from Waste Generating Station (65 MW) – 585 ktpa;
 - Riverside Energy Park (76 MW) – 806 ktpa;
 - Wheelabrator Kemsley K3 Generating Station (75 MW) – 657 ktpa;
 - North London Heat and Power Project (70 MW) – 700 ktpa;
 - Ferrybridge Multifuel 2 Power Station – 675ktpa; and
 - South Humber Bank Energy Centre (95MW) - 753 ktpa.
330. It is noted that in all of these cases the waste management capacity exceeds the capacity gap identified by the Waste Local Plan for the area in which the facility is located.
331. The management of waste is not fixed to administrative boundaries, with waste arising in one authority's area frequently being managed in another. Furthermore, in order to secure economies of scale, waste management facilities will often have a catchment which extends beyond the boundary of the planning area within which it is situated. This is recognised in the [National Planning Policy for Waste](#) that recognises *'that new facilities will need to serve catchment areas large enough to secure the economic viability of the plant'*. For these reasons the management of waste is a cross-boundary strategic matter, the planning for which requires co-operation between Waste Planning Authorities. The movement of certain wastes (particularly waste from businesses and industry) to different locations for management either into or out of Hampshire is commonplace.
332. Concerns were also raised that the need for the facility was being driven by a commercial need. Representations also highlighted that there is no provision in the [HMWP \(2013\)](#) for any ERF facility operating as a 'merchant plant', nor is there any provision for waste 'merchant plants' to import and treat waste from the wider market outside the county. These comments are acknowledged. The [HMWP \(2013\)](#) identifies that commercial energy recovery development is expected to play an increasingly important role to ensure that the target to divert 95% of waste from landfill is met under Policy 25 (Sustainable waste management) (paragraph 6.184). Energy recovery in Hampshire is expected to be provided predominantly by energy from waste development but other forms of energy recovery may be proposed. Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#) sets out criteria for energy recovery development including its use to divert waste from landfill and where other waste treatment options further up the waste hierarchy have been discounted and the provision of combined heat and power. Policy 28 is also clear that proposals for the sustainable management of waste residues from energy generation should minimise, so far as possible, the amounts of waste going to landfill.
333. For the reasons outlined in [Application of the waste hierarchy](#), the proposal provides an opportunity to divert residual waste from landfill. It will also be connected for power and heat (see [Energy generation](#) and [Heat generation](#) sections of this report).

Diversion of waste from landfill:

334. The facility provides an opportunity to divert residual C&I waste from landfill in Hampshire, providing management at a higher level of the waste hierarchy. The [Landfill and Residual Treatment Capacity in the Wider South East of England \(2021\)](#) report, commissioned by the East of England Waste Technical Advisory Body, the South East Waste Planning Advisory Group and the London Waste Planning Forum, estimates that the wider South East has a total non-hazardous landfill capacity of 66.3 million cubic metres, with approximately 780,000 tonnes of this being available in Hampshire. Current landfill capacity in Hampshire relies on the Blue Haze landfill site, located in the south-west of the county. This currently has planning permission for landfilling up to 2029 (through planning permission [21/10083](#)). After the closure of Blue Haze, there will be no remaining permitted landfill capacity in Hampshire. Blue Haze landfill takes both non-hazardous municipal and C&I wastes. Therefore, there is a need to find an alternative to manage residual waste post 2029, whilst also reducing the amount of residual waste which is currently landfilled. Taking the evidence presented in the **Environmental Statement** into account, the facility provides an opportunity to divert residual C&I waste from landfill in Hampshire, providing management at a higher level of the waste hierarchy. It is the Waste Planning Authority's view that the proposal will reduce the amount of waste sent for landfill in accordance with paragraph 6.187 of the Plan by providing additional recovery capacity.

Exports of waste from Hampshire:

335. The proposal will help to reduce the exports of residual C&I waste out of Hampshire, meaning the county can become more self-sufficient in the management of its residual wastes than it currently is.
336. The Government is keen to support domestic Refuse Derived Fuel (RDF) and Solid Recovered Fuel (SRF) markets, where they can provide better environmental outcomes, to ensure that the UK benefits from the energy generated from UK waste. The National Waste Strategy contained in '[Energy from Waste: A Guide to the Debate](#)' recognises that this position is undesirable. Paragraphs 55-57 of the guide states that "*the UK has a long-standing policy of self-sufficiency for waste disposal and the UK Plan for Shipments of Waste prohibits the export of waste for disposal. Waste may be exported for recovery, which can have advantages over managing it within the UK. For example, if current lack of appropriate infrastructure means the alternative UK treatment route is more costly or environmentally worse. Although exports of waste for recovery from the UK are generally permitted, in line with EU law, the export of mixed municipal waste (in other words "black-bag waste") for recovery is not allowed unless it has undergone some form of pre-treatment.*" Our domestic capacity for dealing with SRF and RDF has not matched the expansion in material going through mechanical biological treatment (MBT), and the overcapacity of energy recovery

infrastructure in some EU countries has created a competitive market for this material to be exported.

337. Analysis of the Waste Data Integrator by the Waste Planning Authority shows that in 2019 approximately 34,577 tonnes of solid waste disposal in landfills (including managed and sanitary) were exported from Hampshire to landfills outside of the county. In addition, 275 tonnes were exported for biological treatment of solid waste, 32,486 tonnes for incineration, 14,1293 tonnes for dry recycling and 10,222 tonnes for green waste or food waste management. This gave a total export figure of 218,855 tonnes in 2019. As with all waste data, there is an element of uncertainty with regards to these figures. The proposal could help to reduce the reliance on these exports.
338. The **Planning Statement** sets out the applicant's analysis of the Waste Data Integrator which identifies that approximately 125,000 tonnes of waste was exported to Europe from Hampshire in 2018 for use as a fuel to generate electricity i.e. used in a plant similar to the proposed ERF. Analysis also shows that an additional 175,000 tonnes of waste was exported to Europe from Hampshire's neighbouring waste disposal authorities.
339. The [Waste Management Plan for England \(December 2013\)](#) identifies that the UK exports RDF to northern continental Europe for energy recovery. It states that exports have increased significantly in recent years in response to rising costs of landfill in the UK. This is supported by the [Defra Digest of Waste Resource Statistics – 2018 Edition \(May 2018\)](#) which is a compendium of statistics on a range of waste and resource areas, based on data published by Defra, WRAP, the Environment Agency, Office for National Statistics and Eurostat. It identifies that the export of RDF from England and Wales has increased very significantly from 2010 to 2017. In 2010, 9,000 tonnes were exported to energy from waste facilities elsewhere in the EU, predominantly in Germany, Netherlands, Belgium and Sweden. By 2017 this had increased to 3.2 million tonnes. While such exports are permissible, the energy recovered from the waste does not contribute to UK renewable energy targets and is effectively a lost resource to the UK. The Government is keen to support domestic RDF and SRF markets, where they can provide better environmental outcomes, to ensure that the UK benefits from the energy generated from UK waste.
340. Furthermore, Tolvick's assessment of the UK RDF Export Market (2016) states that '*the UK RDF export market has expanded rapidly since 2010*'. However, recent evidence from [ENDs](#) highlights that waste exports have significantly reduced, from a sector which was growing exponentially up until a few years ago. It suggests that the "*rolling development of domestic EfW capacity in the UK*" means there is less waste for export. It also touches on other issues that have hit demand, such as taxes in the Netherlands and Sweden on waste imports as well as a "*great swing in cost due to currency exchange*" due to the UK's exit from the EU.

341. The 2016 Tolvick report looked at the likely implications of the UK's exit from the European Union, and concluded that a weaker sterling post exit from the European Union will inevitably impact on UK fuel prices and so upward pressure on RDF disposal routes is expected and will make cost effective export to Europe more unlikely, placing greater economic pressure (irrespective of the obvious social and environmental benefits of managing the UK's waste within the UK) on the need for sustainable solutions to come forward within the UK. Emerging evidence is showing that the export of waste to Europe has been impacted by the UK's exit from the European Union and this is likely to continue. In any case, even if exports continued to be strong, the export of waste to Europe is not a sustainable solution in the longer term for the management of our wastes. The export of RDF to continental Europe is different from other exports in that waste companies have to pay European EfW facilities to take the RDF. The continental waste companies meanwhile keep their gate fees below the level of the UK landfill tax to ensure an ongoing flow of waste from abroad.
342. Tolvick's report on [Residual Waste in London and the South East- Where is it going to go...? \(2018\)](#) looked at the issue of the export of waste. Although the figures are from 2017, it estimated that 1.72Mt of RDF was exported from London and the south-east – around 54% of the 3.35Mt in total exported from England. This is broadly identical to the estimate for 2016. The report notes that significant tonnages are exported from London and the south-east, particularly via the ports of Felixstowe, Tilbury, Dover and Purfleet to the Netherlands and Germany.
343. On the basis of the data presented, the amount of waste sent out of Hampshire for disposal or management nationally and overseas is greater than the proposed capacity of the ERF. It is acknowledged that the amount of 'exported' and 'imported' waste into Hampshire can vary each year. However, it is important to ensure that enough facilities are provided to manage the equivalent amount of waste generated in Hampshire each year and that Hampshire is 'net self-sufficient' in terms of waste management capacity. This helps ensure that waste is managed in one of the nearest appropriate waste facilities and uses the most appropriate methods and technologies. It also helps limit the distance waste has to be transported.
344. Energy generation from waste or other low carbon fuels is an important component of Hampshire's strategy for generating low carbon and renewable energy. Therefore, compliance with Policy 28 has some overlap with energy policy and meeting demand. This issue is covered in more detail in [Principle of the development and need for the ERF](#), [Energy generation](#) and [Heat generation](#) sections of this commentary.

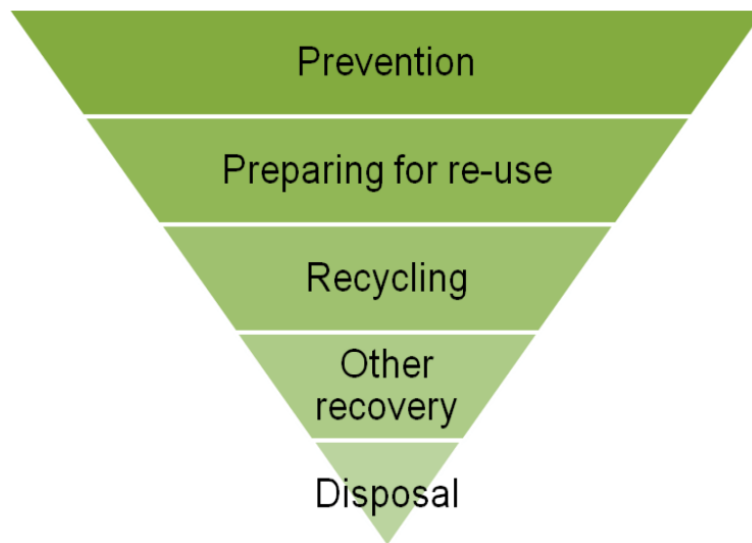
Conclusions on need:

345. Taking all aspects of need set out in this section of the report into account, as well as the capacity assessment work undertaken by the Waste Planning Authority, it is clear that there is less delivered capacity in Hampshire to recover wastes than that previously calculated. The new assessment work undertaken highlights this and indicates that there is more of a capacity requirement than the position set out in the 2018 and 2020 Reviews of the HMWP. It is acknowledged that, based on this work and the capacity of the proposed ERF, by granting permission for the facility there would be a slight excess in capacity delivered compared with that required by the [HMWP \(2013\)](#). The HMWP (2013) only sets a minimum recovery capacity requirement and the slight excess created by the capacity offered by the ERF is not considered to result in any in any conspicuous adverse impacts. This is on the basis that the merchant facility would, in reality, manage waste from Hampshire as well as surrounding areas, most notably the south-east but also potentially the south-west where there is a need for further capacity. The capacity proposed will contribute to meeting the need to manage residual C&I waste arisings over the next 30 years and help to deliver self-sufficiency for Hampshire in relation to C&I arisings. It will also help to reduce the disposal of waste to landfill and provide capacity to help reduce the export of residual waste out of Hampshire and out of the country for management. This is in accordance with the [NPPG, Waste Framework Directive](#) and [The Waste \(England and Wales\) Regulations 2011 Regulations](#). It also helps limit the distance residual waste will need to be transported for final management.
346. Whilst any variation in waste growth and recycling rates could impact the level of residual waste arisings that need to be managed and result in a need for further capacity for the management of C&I than the current data indicates, this cannot be assumed at this stage and the Waste Planning Authority can only determine this proposal on the information before it at the time of the decision. The proposal can provide the flexibility to account for any changes in arisings both for Hampshire as well as surrounding areas.
347. Associated planning conditions, along with regulatory measures and functions (permitting), will ensure that the proposal will not disincentivise higher stages of the hierarchy. This is considered in more detail in the [Application of the waste hierarchy](#) section of this commentary. Government policy is also clear that the need for a proposal is not required to be demonstrated and that competitive markets for waste should be created.
348. On the basis of the information submitted in support of the application, and the capacity assessment work undertaken; the Waste Planning Authority is satisfied that the need for the development has been satisfactorily demonstrated.

Application of the waste hierarchy

349. [Article 4 of the Waste Framework Directive](#) sets out the appropriate means of waste management. Driving waste up the waste hierarchy is an integral part of the [Waste Management Plan for England \(2021\)](#) as well as national planning policy for waste. The 'waste hierarchy' gives order and priority to waste management options, from prevention through to disposal (e.g. landfill). When waste is created, it gives priority to preparing it for re-use, followed by recycling, recovery, and lastly disposal (e.g. landfill). The waste hierarchy is a material consideration when making a decision on a planning application. The requirement to apply the waste hierarchy is set out in the [Waste \(England and Wales\) Regulations 2011](#) and the amendments laid out in [The Waste \(England and Wales\) \(Amendment\) Regulations 2012](#). The [Waste Management Plan](#) includes a key thread to encourage and promote the delivery of sustainable waste management underpinned through the application of the waste hierarchy.
350. To achieve compliance with the waste hierarchy, waste management policy has incentivised the prevention and re-use of waste as far as practical and driven a major increase in recycling and composting. The waste hierarchy is shown in Figure 9.
351. Paragraph 016 of the [NPPG \(Waste\)](#) is clear that everyone involved in waste management is expected to use all reasonable methods to apply the waste hierarchy, except where, for specific waste streams, departing from the hierarchy is justified in life cycle on the overall effects of generations and the management of waste to assist and ensure that waste should be recycled and is not sent to landfill. This legal obligation on waste producers and transferors provides over-arching controls within the waste industry and assists in ensuring that waste that should be recycled is not sent to a recovery facility or landfill for treatment or final disposal. It also seeks to ensure that planning decisions are made in the context of the waste hierarchy.
352. Residual waste will be either sent to energy recovery or landfill as there are no realistic alternatives. The Government sees a long-term role for energy from waste which it generally views as a recovery activity in the context of the waste hierarchy. Energy recovery clearly lies above landfilling within the hierarchy and should be used as preference to landfill, but not used as an alternative to other options further up the hierarchy.

Figure 9: The waste hierarchy



353. The principles of the waste hierarchy are translated into Policy 25 (Sustainable waste management) of the [HMWP \(2013\)](#). This sets out the long-term aim to enable net self-sufficiency in waste movements and divert 100% of waste from landfill. The policy also sets out that *'provision will be made for the management of non-hazardous waste arisings with an expectation of achieving by 2020 at least:*
- 60% recycling; and
 - 95% diversion from landfill.'
354. The waste policies of the [HMWP \(2013\)](#) support the application of the hierarchy. Paragraph 6.131 of the Plan states that *'achieving 'zero waste to landfill' is a long-term aim to eliminate waste through changes in product design, behaviour and changes in the economy. Until this happens a 'zero waste economy' can best be achieved where material resources are re-used, recycled or recovered wherever possible with only negligible amounts being disposed to landfill'*.
355. The [HMWP \(2013\)](#) also states that to further increase the diversion of non-hazardous waste from landfill, new investment in waste management facilities is required. Paragraph 6.163 of the [HMWP \(2013\)](#) states that *'due to the small volumes of municipal going to landfill, to divert more waste overall from landfill it is necessary to focus on the management of commercial non-hazardous wastes. This is required as the volumes currently landfilled are larger, and the potential impacts from landfilling of non-hazardous waste are much more significant than that of inert waste'*. Therefore, the Plan identified that *'a range of new commercial facilities will be required if the drive to divert more non-hazardous waste from landfill is to be successful'*. ERF is one such an option to divert waste from landfill.

356. Whilst the proposed development would divert residual waste from landfill, there is concern over the amount of waste that could be recycled being diverted to ERF plants such as this in many responses received. Responses also raised concern that burning potentially recyclable materials in order to generate electricity discourages efforts to preserve resources and creates incentives to generate more waste and less recycling. These concerns are acknowledged.
357. The Waste Planning Authority requested further information to demonstrate that the proposed facility - a waste management development associated with 'recovery' in the established waste hierarchy - accords fully with Policy 28 'Energy recovery development' of the [HMWP \(2013\)](#) as well as information on the management of residual and waste sources as part of Reg 25 request 1 (October 2020). Information was submitted by the applicant in relation to the application of the waste hierarchy and the costs of the different levels of waste management and is set out in **ES, Volume 5: Additional Environmental Information (December 2020)**. To be classed as recovery, energy recovery facilities must meet the requirements set out in the [Waste Framework Directive](#) which incorporate an efficiency calculation (known as the R1 formula) which effectively sets a threshold by which to determine whether the operation of an incineration plant can be considered as a more efficient recovery operation or lower efficient disposal facility. Achieving recovery status for ERF is measured by calculating the efficiency of the process using the R1 calculation derived from [Annex II of the European Directive 2008/98/EC](#) on waste. Determination that a plant satisfies the R1 efficiency criteria is carried out by the Environment Agency, on a case-by-case basis, in a process which runs parallel to the Environmental Permit submission. Obtaining R1 status is not mandatory for energy from waste plants but is encouraged by Government. An ERF plant that does not have R1 certification is considered as disposal in the context of European law and the waste hierarchy. However, the Environment Agency does not require ERF to have R1 status in order to issue a permit. If a requirement for R1 exists, this will be driven by national or local planning policies in order to move the proposed development up the waste hierarchy (from a disposal to a recovery operation).
358. The R1 status of the proposed facility has been confirmed by the Environment Agency, establishing that the facility is defined as a recovery operation and not a method of waste disposal, and is to the satisfaction of the Waste Planning Authority. To ensure the facility operates at a level of efficiency that enables it to be legally defined as a recovery operation, it is recommended that a planning condition be included in any permission granted to require the operator to apply for and obtain an R1 permit from the Environment Agency prior to the plant being commissioned. This approach ensures the Waste Planning Authority has controls in place to satisfy itself that the design configuration of the facility meets the R1 efficiency criteria and ensures the planning policy assessment can be taken on the basis that the facility

manages waste as a recovery rather than a disposal activity in the context of the waste hierarchy. This condition is included in **Appendix A**.

359. The recovery process also enables metals to be removed from the process and the incinerator bottom ash to be used as a secondary aggregate in the construction industry. Incinerator Bottom Ash Aggregate (IBAA) can be used, for example, in the construction of highway schemes.
360. The applicant has provided information on the costs of the management of residual waste. This information showed that the cost of recycling suitable materials is much lower than the cost of disposing of them. A plant that undertakes recycling activities on uncontaminated, pre segregated recyclates has a capital cost roughly 75% less per tonne than an ERF. That cost reduction is then reflected in the price charged to customers for waste management. This is evident in the median gate fees set out in **ES, Volume 5: Additional Environmental Information (December 2020)**. Furthermore, a review of more recent WRAP gate fee reports show that the costs of materials recovery is still half the cost of the management of waste through energy recovery. The costs of the different types of waste management therefore help to control the market.
361. The applicant highlighted that as an industry there are significant incentives to ensure materials are recycled. For example, the applicant already provides advice to clients to ensure that the waste which is produced is managed as far up the hierarchy as possible as well as various other programmes such as [Procycle](#). Procycle is a recycling service to accommodate previously unrecyclable content, such as crisp packets and plastic straws. The No Wey Incinerator Action Group raised concerns about the reliance on fiscal incentives to manage C&I waste in accordance with the waste hierarchy. These concerns are acknowledged.
362. Furthermore, various legislative instruments have been introduced by the Government in order to change the nature of waste recycling, such as the Plastic Tax introduced with the explicit aim of ensuring that there is a market for recycled plastics and to incentivise the waste hierarchy. The plastic tax is anticipated to have two impacts. Firstly, because there is now a market for recycled plastic, investment in recycling of plastic waste is incentivised. Secondly, it is anticipated that where it is difficult to recycle plastic as a result of contamination, for instance ready meal trays or on the go products, there will be a move away from the use of plastics to rely instead on biogenic materials. That can already be seen in the market, and certain retailers have already begun to move into the use of more biogenic materials. The applicant has indicated that potential changes to the waste stream in the future (expected to include the removal of certain materials, such as plastics and food) are not likely to detrimentally impact the ability of the ERF to operate, as other items of biogenic origin are likely to increase and compensate for the change. Ultimately the plant's built-in flexibility allows for it to adapt to changes in the waste stream.

363. As part of the Regulation 25 process, the applicant provided information on the attempts which have been made to extract recyclable materials from a mixed residual stream nationally. This illustrated that recyclates are inevitably contaminated (see **ES, Volume 5: Additional Environmental Information (December 2020)**). The applicant has indicated that this is why there is an established emphasis on segregating recyclates before they enter the residual waste stream. This approach is followed in both the actions taken by the waste management industry and by the Environment Agency, the regulator, in setting the terms of Environmental Permits.
364. It is the view of the Waste Planning Authority that regulatory measures will ensure that the waste hierarchy is not disincentivised. Most specifically this will include the application of the waste regulations by the Environment Agency through the [Environmental Permitting \(England and Wales\) Regulations 2010](#). In operating the Environmental Permit regime, the Environment Agency apply conditions to the permit for each facility requiring operators to take appropriate steps to manage their waste further up the waste hierarchy. This starts from the first holder of the waste. The requirement for waste management operators to implement measures to manage waste in accordance with hierarchy is implemented through Regulation 12 of [The Waste \(England and Wales\) Regulations 2011](#). The requirement for a Waste Transfer Note is set out in Regulation 35 of [The Waste \(England and Wales\) Regulations 2011](#), which at (d) requires the transferor of waste to confirm it has discharged its duty in Regulation 12 (i.e. compliance with the waste hierarchy). Whilst additional fiscal measures may contribute to the application of the hierarchy, in reality it is the application of the relevant Regulations which will govern delivery.
365. The Environmental Permit has been submitted to the Environment Agency for consideration and a draft permit has been issued (see the section on [Impact on health, safety and amenity](#) for more information). The types and specification of the wastes will be specifically covered by the Environmental Permit. A condition is also proposed in **Appendix A** to ensure only residual wastes, as defined by the permit, are managed at the proposed site. This condition addresses the concerns raised by the Waste Planning Authority about ensuring the facility only takes residual waste.
366. The No Wey Incinerator Action Group stated that no information has been provided as part of the application on the proposal in relation to waste strategies and plans within the waste catchment area outside Hampshire. They state that it is therefore not possible to determine whether the proposal is in accordance with the waste hierarchy and of an appropriate type and scale so as not to prejudice the achievement of local or national waste management targets. They also indicated that the applicant cannot rely on Project Integra to demonstrate that obligations to manage municipal waste are being met, as the proposed ERF would source waste from outside Hampshire. These concerns are acknowledged. However, for the reasons outlined, the R1 status of the facility has been confirmed and it is the view of the Waste Planning Authority that regulatory functions ensure that the

application of the hierarchy is in accordance with policy and guidance. It is also clear that national waste policy and guidance support the proposal for the purposes of treating residual wastes that would otherwise go to landfill.

367. Concerns have also been raised that the site would not be compliant with emerging policy and guidance such as the Environment Bill (now the [Environment Act \(2021\)](#)). This includes representations from Rt Hon Damian Hinds MP. These are all acknowledged. A number of interested parties have commented as to whether or not the proposal has clearly considered the implications of the Environment Bill, which in terms of waste management states: *“The resources and waste measures in the Bill will help move our economy away from the ‘take, make, use, throw’ system to a more circular economic model. Our ambition is to keep resources in use for longer and ensure that we extract the maximum value we can from them.”* This update also puts a significant emphasis and seeks powers to require waste producers to design their products with re-use and recycling in mind. This could affect the proposal’s ability to attract residual waste material. These concerns are acknowledged.
368. This planning application can only be determined on the current, relevant policies and guidance which are adopted at the time of the decision. Whilst the Act now has royal assent, any future policies which may be implemented as part of its implementation cannot be taken into account until they are adopted and part of national policy and regulations. When considering this application, the focus should be solely on what is currently adopted national and local planning policy. It will be for further changes to national policy and guidance to guide how the waste management industry reacts and for any plant to adapt accordingly. For the reasons already identified, regulations and further national initiatives will be required to achieve the shift change required by the Act and any further regulations.
369. Concerns about the oversupply of ERF capacity alongside the loss of the MRF capacity without any permitted replacement are acknowledged. These issues are covered in more detail in the commentary sections on [Principle of the development and need for the ERF](#) and the [replacement of the existing waste site](#).

Conclusion on the application of the waste hierarchy:

370. Taking all matters into account in relation to the waste hierarchy, the proposal would provide additional residual waste management capacity for Hampshire and surrounding areas. The capacity provided would assist in continuing the trend over recent years of replacing dependence on landfill with additional recovery capacity, thus resulting in achieving waste management at a higher level in the waste hierarchy than is currently being achieved for landfilled residual waste. Since the proposed ERF will operate as a recovery facility in the context of the waste hierarchy, any residual waste processed within the facility would be managed at the highest level in the waste hierarchy in the context of this waste stream, enabling energy to be recovered from the

residual waste and assist in diverting residual waste from landfill disposal. As already set out, the ability to divert waste from landfill and to reduce the exports of waste out of Hampshire for management also ensures further compliance with the principles of the hierarchy. Any disincentivising of the waste hierarchy would be prohibited through national regulations, policies and guidance and these will ensure that the waste hierarchy is complied with. Further waste incentives, such as the packaging directive, will also serve to strengthen the application of the hierarchy. The Waste Planning Authority is therefore satisfied that the proposal will ensure the waste hierarchy is appropriately applied in accordance with national policy and guidance as well as Policy 25 (Sustainable waste management) of the [HMWP \(2013\)](#).

Replacement of the existing waste management uses

371. The proposal would result in the removal of the existing MRF and WTS uses from the existing site and replacement with an ERF. The MRF / WTS has a waste management capacity of 125,00 tonnes per annum.
372. The potential 'availability' of the Site is due to a reconfiguration of existing waste management provision, largely as a result of the Government [Resources and Waste Strategy \(2018\)](#). In response to this strategy, Defra launched a number of consultations in February 2019 which included '[Consistency in Household and Business Recycling Collections in England](#)'. This included proposals to standardise collection of dry recyclable material across authorities. This will result in changes to kerbside collections in Hampshire and will require new MRF facilities to be developed in order to expand the range of materials collected and support a system that separates certain waste streams to maximise material quality. Hampshire County Council, working as part of the Project Integra waste partnership, has considered the implications of the proposed legislative changes on the existing recycling infrastructure located at Alton and Portsmouth. This work has established that significant change is required and that a single central facility to sort recycling is considered to be the optimal solution. The applicant has therefore stated that consequently there will be both quantitative and qualitative enhancements of the recycling activities currently undertaken in Hampshire.
373. As part of clarification points relating to Reg 25 request 1 (October 2020), a response was requested from the applicant to clarify how the proposal will contribute to meeting Hampshire's waste management needs, as well as those in a wider catchment, and how the loss of the MRF will be accommodated within existing and planned waste infrastructure in Hampshire. This was set out in section 3 of **ES Volume 5 (Additional Environmental Information (December 2021))**.
374. Concerns about the lack of direct replacement MRF capacity, the timing of a replacement MRF and potential oversupply of ERF capacity alongside the

loss of the MRF capacity without any permitted replacement, and not being consistent with the proximity principle are acknowledged. No Wey Incinerator Action Group commented that they consider that it will be premature to determine an application based on that will be out of date many years before the development of the ERF commences. Furthermore, No Wey Incinerator Action Group argue that the need for the proposal seems to be intrinsically linked to the requirement for a larger recycling facility within Hampshire to cater for the waste arising from new development alongside the requirement to meet increasing recycling targets, rendering the existing MRFs at Alton and Portsmouth, redundant. As already set out, the ERF proposal is for a merchant facility. It will not form part of the Hampshire Waste Disposal Services Contract in the same way the WTS and MRFs are. Waste managed at the MRF / WTS is from the Hampshire Waste Disposal Services Contract and largely comes from the kerbside (MSW) waste streams. At a land use level (the focus of the planning regime) the replacement of a recycling facility with an energy recovery facility has to be carefully considered, and places even greater emphasis on the need to monitor compliance with the waste hierarchy as already set out in the earlier commentary section on [need](#).

375. In terms of the provision of replacement MRF / WTS capacity, Hampshire County Council's [Economy, Transport & Environment Select Committee](#) considered a report on the submission of an outline planning application for new recycling sorting infrastructure at Chickenhall Lane in Eastleigh in September 2021. It was recommended that that the Executive Lead Member for Economy, Transport and Environment approve the commissioning of Veolia UK Ltd to act as agent for Hampshire County Council in preparing and submitting a planning application for a container MRF at Chickenhall Lane, Eastleigh.
376. The context for the MRF relates to the Waste Disposal Service Contract with Veolia. It is a Design, Build, and Maintain as well as Service contract, which requires the provision of the necessary infrastructure at the outset. The recycling infrastructure delivered was originally designed to deal with a set specification in terms of inputs to sort, namely plastic bottles, steel and aluminium cans, paper and cardboard. Whilst over time there have been some minor changes to this specification, this has not required major refurbishment or replacement in order to be able to accommodate and sort different material streams. The changes initially proposed by the [Resources and Waste Strategy \(2018\)](#) (and thereafter consultations) for England has provoked a need to update and replace existing capacity and drive consistency in recycling collection.
377. The key aim of the consistency of recycling collections work stream is to ensure a consistent range of material is collected in the kerbside recycling stream across England. At present, and based on the information gathered from the consultation documents to date, it is clear that the Government is seeking to maximise quality through material segregation when collecting as well as identifying the following waste streams that would need to be collected from 2023:

- cardboard;
- paper;
- aluminium & steel cans;
- plastic bottles;
- pots, tubs and trays (PTTs);
- cartons;
- glass; and
- plastic film (from 2026/27).

378. The two existing MRFs at Alton and Portsmouth are not capable of handling PTTs, plastic films, cartons or glass, hence they will not be able to meet potential future legislative requirements. It is neither viable physically nor cost effective to upgrade the existing MRFs without significant renovation as set out in the report to the [Executive Member for Economy, Transport and Environment on the 2 July 2020](#). Furthermore, the [Environment Act \(2021\)](#) sets out the legislative framework that will enable Government to establish post-exit from the European Union governance arrangements for environmental matters and implement the Resources and Waste Strategy. It provides a clear direction of travel for the Government, and a clearer indication of the key implications for the waste and resource management sector going forward.
379. In 2018, the Waste Disposal Authority purchased a piece of land situated off Chickenhall Lane in Eastleigh. The site has an existing planning permission for a 195,000 tonnes per annum MSW and C&I waste [Energy Recovery Centre](#) (ERC) that was submitted and partially implemented (access only) by the previous owner in 2017. A planning application for the location of a 125,000 tonnes per annum MRF has recently been submitted (planning application [HCC/2022/0071](#) by Hampshire County Council. This would provide the future replacement capacity needed to replace the MRFs at Alton and Portsmouth. The changes proposed in the collections means that the capacity previously required through the Alton and Portsmouth MRFs will not be required to the same level with the newly proposed single MRF.
380. Although a planning application for a replacement MRF has been received, it has not been determined and as such no permitted or secured replacement MRF capacity is currently in place. The fact that alternative MRF capacity has not been permitted prior to the submission of this planning application or its determination leads to questions about the acceptability of the replacement of the MRF site with an alternative use. However, the applicant has clearly indicated the MRF and WTS will not be removed from the Site until alternative capacity has been secured. To ensure no disruption to waste management requirements in Hampshire, the cessation of the existing MRF and WTS uses at the Site can and will only take place when alternative capacity has been secured elsewhere. A condition / informative is included in **Appendix A** to this effect.

381. The applicant maintains that consideration has been given to a possible refit of the existing MRFs at Alton and Portsmouth. However, this is not considered a viable option as the existing buildings would limit the section of equipment that could be installed, resulting in a sub-optimal performance and increased cost. In addition, it is stated that the refitting of the existing MRFs would require a substantial period of time during which alternative third-party facilities, likely outside of Hampshire, would need to be sought for Hampshire's material. On the basis that a reconfiguration of the existing MRFs is not considered to be an option due to limited space and the significant cost of upgrading both of the existing MRFs, a new facility is required to meet Hampshire's future waste management needs.
382. The existing waste site is safeguarded under Policy 26 (Safeguarding - waste infrastructure) of the [HMWP \(2013\)](#) which safeguards all waste management infrastructure that provides strategic capacity against redevelopment and inappropriate encroachment. It is recognised that through the redevelopment of the Site MRF and WTS capacity will be lost, but provision has been made to ensure that this does not take place until alternative capacity is secured. Paragraph 6.158 of the HMWP (2013) states that '*If there are strong overriding reasons to justify the loss of waste facilities, it is important that replacement provision is made elsewhere where needed*'. On the basis of reducing landfill capacity in Hampshire, the provision offered by the ERF provides an opportunity to divert waste from landfill and provide an alternative to landfill after 2029. The existing sites waste management uses will be replaced by alternative waste management uses but only when replacement MRF capacity is delivered. The safeguarding of the existing site stays in place unless and until the MRF capacity has been provided and only then will the policy be satisfied because it will be demonstrated that replacement provision has been provided.

Conclusion on the replacement of the MRF / WTS:

383. Taking all matters into account when considering the potential replacement of the MRF / WTS with the ERF, it is clear that there are advanced plans for the relocation of the MRF capacity, as part of the wider reconfiguration of MRF capacity in Hampshire. The loss of a safeguarded MRF / WTS to another waste uses has been considered against the provisions of the Policy 26 (Safeguarding - waste infrastructure) of the [HMWP \(2013\)](#). The Waste Planning Authority is satisfied that the existing MRF and WTS will not be replaced until suitable capacity has been secured elsewhere.

Suitability of site location and alternatives

384. The suitability of the site for the location of an ERF and the potential alternative sites considered as part of the planning process is of relevance to the proposal.

385. The [NPPW \(2014\)](#) seeks to protect the local environment and amenity by aiming to prevent waste facilities being placed in inappropriate locations. However, it also acknowledges that proposals for waste management facilities (such as ERF) can be controversial, acknowledging that they may not reflect the vision and aspirations of local communities and can lead to justifiable frustrations.
386. Issues relating to the proximity principle have already been discussed in the [Principle of the development and need for the ERF](#) section of this commentary but these are also relevant to the suitability of the site's location.
387. The criteria identified in Appendix B of the [NPPW \(2014\)](#) are translated into the policies of the [HMWP \(2013\)](#) (unless they are covered by an Environmental Permit) and are addressed in the relevant sections of this commentary section.
388. The broad location of new energy recovery facilities is set out in Policy 29 (Locations and sites for waste management development) of the [HMWP \(2013\)](#). The policy is used to assess proposals for all types of recycling, recovery and treatment facility whether they are handling inert, non-hazardous or hazardous wastes and sets the general approach to considering the location and sites for new waste management facilities.
389. As already set out, the precedent for using this Site for waste management uses is already established. Therefore, what is important here is the change of the waste management uses from a MRF / WTS to an ERF. The Plan expects market led delivery and therefore does not identify and allocate any individual sites identified for recycling and recovery facilities. To provide more flexibility to the market, this Plan identifies broad locations within Hampshire that would be suitable in principle for waste management facilities. This approach recognises the 'spatial' needs of different types of waste facilities, including the demand for certain sites, and the constraints that limit the location of some facility types. The Site has become available for development as a result of Hampshire's strategic review of its waste management infrastructure as part of Project Integra which means that the Alton MRF will no longer be required (see [Replacement of the existing waste management uses](#)).
390. The [NPPW \(2014\)](#) acknowledges that particular priority should be given to the re-use of brownfield land. Paragraph 6.202 of the [HMWP \(2013\)](#) states that '*larger scale enclosed premises (typically requiring sites of 2-4 hectares, with a throughput in excess of 100,000 tonnes per annum) and facilities with a stack are likely to be located on larger industrial estates or suitable brownfield sites*'. The proposed development is, as already demonstrated, on a site with existing waste uses. Its current use means that the site is considered to be brownfield and therefore fits in with the presumptions made in the [NPPW \(2014\)](#) in this regard.

391. The [HMWP \(2013\)](#) is clear that, where appropriate, energy from waste Combined Heat and Power plants (CHP) may be encouraged alongside new and existing developments, or near sources of fuel feedstock. More information on energy and heat provision is set out in the sections of the commentary on [Energy generation](#) and [Heat generation](#).
392. Concerns have been raised about the proposed location and the planned housing developments nearby. These are acknowledged and are covered in more detail under the section on [Cumulative impacts](#).
393. The **ES Volume 1, Chapter 3** sets out the reasons the applicant has selected the site as follows:
- it was commercially available based on the intention of the Hampshire County Council to rationalise its material recycling/recovery facilities to a single location within Hampshire, leaving the currently facility available for an alternative use;
 - it has a history of waste management uses;
 - it has a good means and standard of access suitable for HGV traffic being located with access directly on to the A31;
 - it was considered that the development, with careful attention to design, would not give rise to unacceptable environmental effects;
 - it has a secured grid connection that is located a viable distance from the site; and
 - it presents opportunities for heat offtake to potential future local developments.
394. A number of representations received indicated that the County Council, when preparing the [HMWP \(2013\)](#) considered that the proposed site was not suitable for building an incinerator with a stack even if additional land had been purchased to increase the size of the Site. These comments are noted. The Waste Planning Authority has not previously considered the site for the ERF.

Alternative Locations

395. Many representations received raise concerns about the lack of consideration of alternatives.
396. The consideration of alternatives is important to the site selection discussion. [Schedule 4 of the EIA Regulations 2017](#) requires the applicant to describe the reasonable alternatives that have been considered by the applicant in preparing their plans for the site and the reasoning for progressing one alternative over another. Paragraph 2 of the Regulations requires: “A description of the reasonable alternatives (for example in terms of development design, technology, location, size and scale) studied by the developer, which are relevant to the proposed project and its specific

characteristics, and an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effects”.

397. This locational criterion usually includes justification of the siting of a built waste management facility such as this and the numerous factors involved in the selection of a proposed location. These types of facility are usually, but not exclusively, within or adjacent to commercial/industrial settings that in turn are usually, but not exclusively, located within or adjacent to urban areas and/or on previously developed land as a preference.
398. Supporting Schedule 4, paragraph 5.36 of the [HMWP \(2013\)](#) states that *“where the source of waste for a facility may arise from a range of geographic locations, the impact of developing a network of smaller facilities, rather than one larger central facility, should be assessed with respect to the likely transport impacts of both options on congestion, emissions, communities and sites of historic or ecological importance. It is also important that potential cross-boundary impacts and cumulative impacts of minerals and waste development with other local developments are considered”.*
399. Whilst Paragraph 041 of the [NPPG](#) (Environmental Impact Assessment) states that *“the EIA Regulations 2017 do not require an applicant to consider alternatives”*, it subsequently adds that *“if it has been specified that alternatives should be considered within a Scoping Opinion, then they should be”.*
400. It is a matter of fact that when deciding to proceed with the application for an ERF, that the applicant did not consider or study any alternative sites. In the [initial submission](#), the applicant indicated that whilst the site was selected carefully, no material regard to alternative sites took place. This was on the basis that the application site is identified as an existing waste management site in the [HMWP \(2013\)](#) and protected for future waste use. The site is already in the ownership and control of the applicant, so the considerations that were explored as part of the application and supporting ES related to the suitability of the Site and consideration of alternative technologies and designs. In line with the [Schedule 4 of the EIA Regulations 2017](#), the applicant did not report on alternative sites as none were considered. By explaining this approach within the ES the applicant considered the ES accords with the requirements of [Schedule 4 of the EIA Regulations 2017](#) and also responds to the Waste Planning Authority’s request to describe within the ES how the applicant considered alternative sites.
401. Provision for this assessment of alternatives was specified as a requirement within the Council’s [Scoping Opinion](#). It has been raised by several objectors, including the No Wey Incinerator Action Group, that the subject of ‘Alternatives’, and specifically alternative ‘sites’ has not been adequately investigated and demonstrated against the requirements of the [EIA Regulations 2017](#) and as stipulated in the Waste Planning Authority’s [Scoping Opinion](#).

402. It was the view of the Waste Planning Authority that the applicant's initial ES submission did not demonstrate that there are no alternative facilities or potential sites in more sustainable locations in relation to the anticipated source of the identified waste stream. It remained the Waste Planning Authority's opinion that this criterion is a fundamental matter, as stipulated within the [Scoping Opinion](#). This view was also shared by the Council's legal team. Regulation 18 (4) requires that where a scoping opinion has been issued in accordance with Regulation 15 the Environmental Statement must be based on the most recent Scoping Opinion. It therefore follows that a consideration of alternative locations is required because that is what the Scoping Opinion says the ES should be based on. If the applicant did not think that requirement was lawful/appropriate they could/should have sought reconsideration of the Scoping Opinion at that time. Now the applicant has carried out that assessment to the satisfaction of the Waste Planning Authority, the requirements of the Regulations have been complied with. It is the Waste Planning Authority's view that this issue has now been appropriately resolved.
403. Additional information was requested as part of the Reg 25 request process. The applicant submitted some [further information](#) in response as set out in **ES, Volume 5: Additional Environmental Information (December 2020)**. The applicant has indicated that the existing three ERF sites are covered by contractual obligations which means that they could not be taken off-line for approximately three years in order to be redeveloped to provide a larger facility, which would then be in the region of 450,000 tonnes to meet the combined capacity. None of the sites has surplus space sufficient to develop a new facility alongside the existing one (more information on this point is set out in [Meeting the need to manage commercial and industrial wastes and the need for waste management capacity](#)). The three existing ERF sites were therefore discounted.
404. As already set out, there were no specific sites allocated for recovery in the [HMWP \(2013\)](#). However, to support the Plan, the Hampshire Authorities (Hampshire County Council, Southampton City Council, Portsmouth City Council, New Forest National Park Authority and the South Downs National Park Authority – joint partners in preparing the HMWP (2013) prepared an Assessment of Sites and Areas for Waste Management Facilities in Hampshire (Version 5 - (2013)) as a supporting document and identifies sites where waste development may in principle be supported. This has been used by the applicant to assess other alternative sites in the absence of any more up to date study.
405. As part of the assessment, various different sites were identified by the Hampshire Authorities as suitable for particular categories of development. Categories 5 and 6 were identified as suitable for activities requiring an enclosed building with a stack, of small and large scale respectively. All sites identified as falling into categories 5 and 6 have been considered by the applicant to determine if they represent potential alternative sites, potentially

capable of being developed for an ERF. This was based on the following considerations:

- **Size of the Site:** The application site totals 2.9ha which is adequate for the facility, but the footprint is tight with only approximately 0.2ha that consists of undeveloped area not required for buildings, circulation space or other operational purposes. Sites less than 2.7ha were therefore discounted;
- **Planning Status:** Applicant looked at the allocation of the site in any subsequent Development Plan Document (DPD) to see whether there are policy limitations placed on the reasonable development of the site, whether there are clear proposals to put the site to an alternative use or whether there are clear factors that could reasonably be regarded as ruling out the development of the Site; and
- **Reasonable Availability:** Considered in order to assess whether the sites might be suitable. The applicant is a private developer with no powers of compulsory acquisition. Should a site be suitable in terms of size and planning matters, the applicant had to consider the existing use of the site, whether it is being marketed for disposal and whether it can be considered to be reasonably available for redevelopment.

406. This is documented in **ES, Volume 5: Additional Environmental Information (December 2020)**. A summary of this assessment is set out in **Appendix I**. Based on the assessment work undertaken, the applicant has concluded that all the sites assessed are unsuitable locations for an alternative location for the development of an ERF. Whilst the applicant does not deny that the ownership of the proposed ERF Site is a key factor in the choice of the proposed ERF, the applicant advised that the choice of the Site and at a size of 2.7ha does comply with the requirements of the [HMWP \(2013\)](#), specifically, Paragraph 6.202 of the [HMWP \(2013\)](#) which states that 'larger scale enclosed premises (typically requiring sites of 2-4 hectares, with a throughput in excess of 100,000 tonnes per annum) and facilities with a stack are likely to be located on larger industrial estates or suitable brownfield sites'.
407. Concerns were raised about the adequacy of the assessment of alternatives. The No Wey Incinerator Action Group state that reliance on sites identified by Hampshire County Council in February 2012 is not representative of current availability and is clearly inappropriate. Notwithstanding objections on the grounds of need, the No Way Incinerator Action Group has indicated that if a proper consideration of alternative sites had been undertaken, '*it is highly unlikely that the application site would emerge as the best or least harmful location on heritage grounds*'.
408. The Waste Planning Authority has reviewed this work and is satisfied that the consideration of alternative locations has been satisfactorily addressed and assessed. It is based on information and site availability which is as up to date as is currently available and has involved some further investigation into deliverability. The Waste Planning Authority is therefore of the opinion that the **ES** is not required to be supplemented with any further additional information on the issue of alternative sites to enable a reasoned conclusion on the likely

significant effects of the development to be reached. The further information submitted meets national policy requirements in relation to alternatives. The Waste Planning Authority is satisfied that, on balance, the proposal does not give rise to conspicuous adverse effects of such a significance as to make the availability of alternative sites necessarily material. However, the assessment work undertaken, and the Planning Authority's review of its findings, indicates that there are no other available alternative sites which could accommodate this proposal. Alternatives relating to technology and design are set out in the [design](#) section of this commentary.

Site suitability

409. Compliance of the proposal with Policy 29 (Locations and sites for waste management) of the [HMWP \(2013\)](#) is a key consideration in relation to site suitability. Part 1 of Policy 29 sets out criteria that waste development needs to meet. To accord with this part of the policy, the proposal needs to meet criteria i-iii. The proposal does not meet the criteria as it is not in an urban area, planning area of development although it is acknowledged that the Site is located on a strategic road as illustrated by the Key Diagram of the [HMWP \(2013\)](#). As the proposal does not meet part 1, part 2 of the policy is also not relevant. Part 3 is therefore the only part of the policy which is of relevance to the proposal and covers development in other locations. It states that it would be supported if the Site has good transport connections and/or markets for the type of waste being management and that a special need for the location and Site is justified. Paragraph 6.191 of the [HMWP \(2013\)](#) recognises that there will be a general presumption that major waste facilities should be located close to a strategic road corridor (as illustrated by the Key Diagram) to minimise the effect of traffic in these urban areas. The proposal fits this presumption as the Site has good transport connections. For the reason outlined in the [Principle of the development and the need for the facility](#) section of this commentary, it is considered that the proposal has effectively demonstrated a need for the development in terms of capacity, the ability to divert waste from landfill and its potential to generate energy and heat from waste. Furthermore, as already set out, the Site already has an established waste use to the principle of the Site location for waste uses cannot be disputed. The proposal is therefore considered to be accordance with the relevant provisions of part 3 of Policy 29 (Locations and sites for waste management development) of the [HMWP \(2013\)](#).

Conclusion on site suitability and alternatives:

410. Taking all matters on the site location and alternatives into account, the Waste Planning Authority recognises that the potential to develop the Alton MRF / WTS Site has only really come about due to the reconfiguration of existing waste management capacity in Hampshire as set out in [Replacement of the existing waste management uses](#). However, the applicants wish to intensify its use of its site here with this particular design does not mean that its parameters have to guide the question of alternatives. The assessment of alternatives, once undertaken, meets national policy requirements in relation

to the assessment of alternatives. The proposal is also considered to be in accordance with the relevant provisions of part 3 of Policy 29 (Locations and sites for waste management development) of the [HMWP \(2013\)](#) in terms of its location.

Climate change, the assessment of Greenhouse Gas Emissions and 2050 – carbon neutral (Net Zero)

411. The need to take action on climate change and to reduce carbon emissions is a material consideration in the determination of this planning application in relation to relevant planning policy and guidance. Climate change will mean that the United Kingdom (UK) will experience hotter and drier summers and warmer and wetter winters. Adaptations are therefore necessary to deal with potential changes.
412. As already acknowledged in the earlier [Climate Change](#) section of this report, Hampshire County Council recognises the importance of mitigating against and adapting to climate change and taking action to move towards carbon neutrality, as reflected through the declaration of a [climate emergency](#) on 17 June 2019 and the subsequent publication of a [Climate Change Strategy and Action Plan](#). The [Climate Change Strategy and Action Plan](#) notes the priority of creating new infrastructure which is carbon efficient and resilient to climate change. It includes an action 'to enable, support and deliver a reduction in carbon emissions associated with the built environment to net zero (neutrality) by 2050 and a climate resilient infrastructure — both existing and new. The Action Plan is clear that the priority for buildings and infrastructure will be to work with stakeholders to develop a holistic systems-based approach that considers the whole-life cycle of construction to occupation including the consumption of energy and water, and the integration climate change adaptation. This includes (by not exclusively) consideration of issues such as energy efficiency, energy consumption, on-site renewable energy generation, integration with wider renewable energy generation and electrification, utilities — water, gas, electricity, reduce consumption of resources (water, energy), planning - new developments (e.g. SuDS), biodiversity and green infrastructure, resilience to weather, flood risk, preservation of historic buildings and water resilience. These principles are all considered in more detail in the sections on [Energy generation](#), [Heat generation](#), [Design and sustainability](#), [Ecology](#), [Cultural and Archaeological Heritage](#) and [Impact on health, safety and amenity](#) sections of this commentary.
413. New energy recovery facilities typically will require long term investment and operate over many decades, and this is the case for this proposal. It is therefore important that suitable consideration of climate change is made in applications, to ensure the ability to mitigate and adapt both now and in the future. Energy from waste is also not just about waste management. The pressing problem at the current time relating to waste management and its

wider impact to climate change is diverting waste from landfills, which has the greatest carbon impact in terms of waste management practices. As already demonstrated in the [Application of the waste hierarchy](#) section of this commentary, the development will provide a deliverable alternative to landfill disposal, thus reducing the use of landfill and delivering carbon savings. This means the proposal meets the provisions of [Defra's Energy from Waste Guide \(2014\)](#) insofar that energy from waste will deliver savings in carbon emissions compared to landfill disposal. Therefore, when calculating the climate change effects of ERFs, it is appropriate to compare the level of carbon emissions between energy recovery and landfill disposal, rather than making a direct comparison with alternative electrical generating installations, since this is the main function of the plant. This approach is consistent with paragraphs 35-46 of [Defra's Energy from Waste Guide \(2014\)](#). Paragraph 46 of this Guide confirms that energy from waste currently provides a better environmental solution than landfill for the management of residual waste, in most scenarios. This means it can be assumed that the proposal will be a better overall solution than managing residual waste by landfilling.

414. There is a raft of policy and regulations relating to climate change and net zero which is of relevance to this proposal. It is acknowledged that there is a significant pressure for reducing waste and increasing recycling, moving waste up the waste hierarchy) but there have yet been no policy changes on waste or fiscal changes which reduce the need for waste capacity, as a result of the net zero policy. When considering this application, the focus should be solely on what is currently adopted national and local planning policy. What is likely to emerge cannot be considered in decision making, until it is adopted or has been incorporated into planning policy either at a national or local level.
415. The [Town and Country Planning \(EIA\) Regulations \(2017\)](#) as amended introduced a requirement to consider climate changes and greenhouse gas emissions.
416. The [NPPF \(2021\)](#) identifies that mitigating and adapting to climate change and moving to a low carbon economy as part of a wider objective to protect the environment is one of the three overarching objectives which contribute towards delivering sustainable development. Paragraph 83 states that planning decisions should recognise and address the specific locational requirements of different sectors. There is also policy support for the facility through the [NPPF \(2021\)](#) which requires planning authorities to approve low carbon development where the impacts are (or can be made) acceptable. Paragraph 152 is clear that *'planning system should support the transition to a low carbon future in a changing climate and should help to 'shape places in ways that contribute to radical reductions in greenhouse gas emissions; encourage the reuse of existing resources; and support renewable and low carbon energy and associated infrastructure'*.
417. Paragraph 37 of the [Defra's Energy from Waste Guide \(2014\)](#) acknowledges that when waste is disposed of it will result in the release of carbon into the

atmosphere, but the level of carbon emissions from managing the same quantity of waste will be different depending on the treatment process used. The Guide identifies that energy derived from residual waste is defined as a low carbon energy source and partially renewable. It clearly states that energy from the biogenic part of mixed residual waste is seen as one of a number of technologies that either have the greatest potential to help the UK meet the 2050 target in a cost effective and sustainable way or offer great potential for the decades that follow. The Guide expresses some caution on the benefits of energy from waste as a method of reducing carbon emissions associated with waste management may be eroded over the longer term and explains that energy from waste needs to operate at a level of efficiency where it can be defined as recovery not disposal in the context of the waste hierarchy. As set out in the commentary section on [principle of the development](#), the R1 classification of the facility has already been confirmed.

418. The [Defra's Energy from Waste Guide \(2014\)](#) clearly states that *'increased prevention, reuse and recycling, does not necessarily mean less waste feedstock for energy recovery. There is a large amount of potentially combustible residual waste still going to landfill that could be utilised in energy recovery. The Government considers there is potential room for growth in both recycling and energy recovery – at the expense of landfill'*.
419. In 2018, the Government published a [Waste Strategy – 'Our Waste, Our Resources: A Strategy for England'](#). The Strategy seeks to redress the balance in favour of the natural world as part of a goal to move to a more circular economy which keeps resources in use for longer. On managing waste, the strategy seeks to ensure that as much material as possible is captured, to ensure high levels of quality recyclable or composting material whilst aiming to maximise the efficiency from EfW facilities. The strategy states that the Government *"...will work closely with industry to secure a substantial increase in the number of EfW plants that are formally recognised as achieving recovery status, and we will ensure that all future EfW plants achieve recovery status"*.
420. Paragraph 208 of the [Waste Policy Review \(June 2011\)](#) (WPR) sets out the reasons for the Government's support for energy from waste, stating that: *"the benefits of recovery include preventing some of the negative greenhouse gas impacts of waste in landfill. Preventing these emissions offers a considerable climate change benefit, with the energy generated from the biodegradable fraction of this waste also offsetting fossil fuel power generation, and contributing towards our renewable energy targets...providing comparative fuel security, provided it can be recovered efficiently."* Given that climate change is the Government's stated principal concern for sustainable development, this issue is considered to be of significant importance within the assessment of this planning application.
421. The Government's advisor on emission targets and preparing for and adapting to climate change is the Climate Change Committee (CCC). Reports issued by the Committee provide the most up to date information on the

direction of travel in terms of future climate change policy as it stands. The CCC report '[Net Zero: The UK's contribution to stopping global warming](#)' was published in May 2019 and identifies a series of potential pathways to deliver the 2050 Net Zero target across a range of sectors in the economy. This made the UK the first major economy in the world to set a legally binding target to achieve net zero greenhouse gas emissions from across the UK economy by 2050. Specifically, with regards to waste management, the Committee acknowledges that the sector has seen a 69% reduction in greenhouse gas emissions since 1990, noting that this has been achieved primarily as a result of reductions in the amount of biodegradable waste sent to landfill and an increase in methane capture at landfill sites. The Committee identifies that achieving Net Zero within the waste sector is most likely to be achieved by reducing, reusing and recycling waste, diverting biodegradable waste from landfill and capturing methane from landfill and wastewater. The technical report identifies that additional private sector investment will be required in alternative waste disposal facilities (including anaerobic digestion, mechanical biological treatment and incineration (energy recovery)) to deal with waste diverted from landfill to deliver very deep reductions in emissions, identifying the risk of offshoring (UK exports) of waste if this investment does not happen.

422. In June 2020, the CCC published [Reducing UK emissions: 2020 Progress Report to Parliament](#) to consider the progress the UK has made in reducing UK emissions over the past year and identify recommendations to support the transition to a Net-Zero economy across each Government department. Specific recommendations and actions for the waste industry are made (Pages 183 and 184), where the Committee states: '*Achieving significant emission reductions in the waste sector requires a step-change towards a circular economy, moving away from landfill and incineration (and the associated methane and fossil CO₂ emissions), and towards a reduction in waste arisings and collection of separated valuable resources for re-use and recycling*'. The report incorporates a number of specific recommendations to achieve this objective, as set out below:

- *Moving towards a more circular economy through a transition to universal collection of separated food waste, garden wastes and other recycling across England. This is planned in the Environment Bill and should be significantly accelerated and rolled out over 2022-2024 (instead of over 2023-2035), so that all regions of the UK can legislate this year to ban both municipal and non-municipal biodegradable wastes from landfill by 2025;*
- *Local authorities and private waste management firms need to urgently invest in collection infrastructure and new recycling, composting and anaerobic digestion facilities. The report identifies that there must be sufficient treatment capacity made available before the landfill ban for biodegradable wastes comes into force, so that increases in incineration or exports are avoided;*
- *Achieving a 70% recycling rate at the latest by 2030 in England (with this target to be included in the Environment Bill). The committee identifies that this will be key to phasing out waste exports and limiting*

fossil emissions from energy from waste plants. Defra should also plan how waste reduction and higher recycling rates will impact the utilisation of (and need for further) energy from waste plants;

- *When regional CO₂ infrastructure becomes available (there are currently no operational facilities in the UK), operational plants above a certain scale should be incentivised or required to retrofit CO₂ capture. New plants (and plant expansions) above a certain scale should only be constructed in areas confirmed to soon have CO₂ infrastructure available and should be built carbon capture and storage ready or with carbon capture and storage. These retrofit dates and capacity thresholds should be set as part of the UK's new Bioenergy Strategy and aligned with carbon capture and storage infrastructure plans; and*
- *Local councils should be carefully considering the fossil emissions from waste to energy plants, and how these plants will retrofit carbon capture and storage in the future, plus the impact of waste reductions and improved recycling.*

423. The CCC expressed concerns that the development of further ERF plants in England has potential to increase fossil fuel emissions and act as a disincentive to the circular economy. Nevertheless, the Committee acknowledged the role of energy recovery within waste management and recommended that new plants above a certain scale (which is not specified) should only be constructed in areas confirmed to have CO₂ infrastructure available (of which there is currently none in the UK) and should be built incorporating carbon capture and storage or be ready to have it installed. Building on this, research by Catapult (2020) identifies that energy from waste plants in the UK currently emit around 11 million tonnes CO₂ per year, and this is likely to increase by a further 9 million tonnes with the development of further plants. Catapult concur with the views of the CCC that a reduction in these emissions would have a material impact on the UK's low carbon energy transition and identify that these carbon savings can be achieved through the retrofitting of carbon capture and storage, identifying that the cost of installing carbon capture within energy from waste plants is competitive with other industrial abatement options. Catapult identify that carbon capture and storage would collect carbon from the biogenic and non-biogenic parts of the waste stream and therefore has potential to reduce the net carbon in the system.

424. The CCC report '[Local Authorities and the Sixth Carbon Budget](#)' (2020) includes the following statements relating to waste (emphasis added):

- *Emissions from waste were 27 MtCO₂e in 2019, 5% of total UK greenhouse gases. 70% of emissions from the waste sector in 2018 were methane from the decomposition of biodegradable waste in landfill. Waste emissions have fallen 46% between 2008 and 2018 due to reductions in landfilling of waste.*
- *More Local Authority waste is now incinerated for energy than recycled or composted in England. In 2018 there were 6.8 MtCO₂e/year of emissions arising from the use of waste for power and heat (mostly energy from waste incineration plants), a doubling in emissions since*

2013. Plants under construction and those granted planning permission could add a further 10 MtCO₂e/year.

425. It is acknowledged that the above measures are not transposed into formal policy or law at this time. The CCC's recommended Sixth Carbon Budget pathway sees a reduction in waste due to improvements in recycling, a phase-out of biogenic waste going to landfill and carbon capture and storage installed on both new and existing energy-from-waste facilities. In particular:
- *Reductions in waste and ramping up recycling rates. Recycling rates (recycling, anaerobic digestion (AD) and composting) need to rise to 70% across UK by 2030 (and by 2025 in Scotland and Wales). Total waste arisings should be reduced by up to 33% by 2037 from baseline projections, through improved product design, light weighting and standards, asset sharing & repair, deposit return schemes and extended producer responsibilities. Household edible food waste should be reduced by 50% by 2030 (reaching 46kg per person) and 60% by 2050, compared to 2007 levels, and similar % reduction targets should be achieved by the commercial food sector;*
 - *Phase out wastes sent to landfill and improve landfill management. Sending biodegradable waste to landfill should be banned by 2025, with a significant ramp-up in recycling, AD and composting. A complete ban on sending all waste to landfill should be considered by 2040, provided sufficient treatment facilities are available (and not just additional incineration). Further action is required to reduce landfill methane emissions, through methane capture and oxidation;*
 - *Improvements to reduce emissions from wastewater treatment need to start in the early 2020s, in order to reduce emissions by at least 20% by 2030. This is a role for the water utilities and Ofwat;*
 - *Greenhouse gas emissions from compost should be reduced by over 20% by 2030, and this can be achieved by approximately a third of composting facilities installing forced aeration technology. Local authorities should send more garden waste to compost (with this service provided free to households);*
 - *Carbon capture and storage is needed to ensure that Energy from Waste facilities are close to zero carbon by 2050, starting with those in industrial clusters, and over time reaching smaller facilities further from CO₂ storage locations. Incineration and other forms of power/heat generation from waste will increasingly become the final step on the waste hierarchy, only used after materials have been recycled several times. In the CCC scenarios, by 2050 all EfW plants have fitted with carbon capture and storage starting from the 2030s;*
 - *Co-benefits: food cost savings for residents and businesses, health benefits of diet and meal planning, reduced food poverty and cost savings for collection authorities.*
426. The [Governments response to sixth carbon budget](#) included a review published [October 2021](#). In it, the Government acknowledges that the budget correctly emphasises *that the journey to net zero is not yet half completed, and that this is the decisive decade for tackling climate change which Global*

Britain must take a leading role in. The Government's Net Zero Strategy takes a number of the budget recommendations forward. In response to the recommendation on 'Setting out capacity and usage requirements for Energy from Waste consistent with plans to improve recycling and waste prevention and issuing guidance to align local authority waste contracts and planning policy to these targets', the Government responded *'Our view is that energy from waste should not compete with greater waste prevention, re-use or recycling, however, it does play an important role in diverting waste from landfill and is generally the best management option for most residual waste. In the Resources and Waste Strategy we committed to monitoring residual waste treatment capacity and we intend to publish a fresh analysis over coming months. Energy from waste is included within the draft revised National Policy Statement for Renewable Energy Infrastructure (EN-3) where we propose to include a requirement that any schemes must demonstrate their conformity with the waste hierarchy and be of an appropriate type and scale so as not to prejudice the achievement waste management targets. Moreover, The National Planning Policy for Waste (NPPW) sets out detailed waste planning policies and should be read in conjunction with the National Planning Policy Framework, the Waste Management Plan for England and National Policy Statements for Wastewater and Hazardous Waste, or any successor documents'*. Other recommendations and responses are also included related to waste.

427. Building on from dedicated climate change policy is the need to move towards Net Zero by 2050. The [Climate Change Act 2008](#) placed a duty on the then Secretary of State for Energy and Climate Change (now part of the Department for Business, Energy and Industrial Strategy (BEIS)) to ensure the net carbon account by the year 2050 is at least 80% lower than the 1990 baseline level. In June 2019, secondary legislation in the form of the [Climate Change Act 2008](#) (2050 Target Amendment) Order 2019 was passed that extended that target to "at least 100%" by 2050. Under Part 2 of the 2008 Act, the Climate Change Committee has been established as a non-departmental public body to advise the Government and recommend strategy to deliver net zero by 2050. The Act includes provision for the target in the future to be amended following advice from the Climate Change Committee and for carbon budgets to be set for the UK for successive 5-year periods until 2050. In December 2020, the Government announced the ambitious target to reduce the UK's emissions by at least 68% by 2030, compared to 1990 levels.
428. Whilst there is a legal duty on the Secretary of State through the [Climate Change Act 2008](#) to ensure compliance with Net Zero by 2050, the Act does not legislate the strategy to achieve this target. The recommendations of the CCC will inform future Government climate change and energy policy and are relevant in terms of the evidence base and potential future direction of policy and weight that is given to this. However, it cannot be assumed that the Committee's recommendations will be made law or shape future energy and waste policy. Therefore, only limited weight can be given to the specific recommendations of the report to reflect its current status.

429. The Government's [Resources and Waste Strategy \(2018\)](#) outlines how the government will work towards its ambitions of doubling resource productivity and zero avoidable waste by 2050. The [Waste Management Plan for England \(2021\)](#) also identifies a continuing role for energy from waste which confirms that *"the Government supports efficient energy recovery from residual waste – energy from waste is generally the best management option for waste that cannot be reused or recycled in terms of environmental impact and getting value from the waste as a resource. It plays an important role in diverting waste from landfill"* as set out in the reports Key Milestones.
430. The [Energy White Paper 2020](#) continues to see a role for energy from waste, specifically identifying that energy recovery from biomass is one of the most valuable tools for reaching net zero emissions with the potential to result in negative carbon emissions. The White Paper sets out proposals for future Government policy relating to energy development. Page 53 discusses the role that it plays in the Government's wider biomass and bioenergy strategy, identifying that the incorporation of bioenergy with carbon capture and storage into plants means that the process has the *'ability to deliver negative emissions, this makes biomass one of our most valuable tools for reaching net zero emissions'*. The [Energy White Paper 2020](#) confirms that the Government propose to develop these plans as part of a new Biomass Strategy in 2022, which is being developed in response to the CCC's latest annual progress report to Parliament. Page 43 of the White Paper acknowledges that the *'understanding of what is required from the electricity sector to support the delivery of net zero emissions will change over time. Our views will be informed by what we learn about the costs of decarbonising other sectors of the economy and by the costs and availability of negative emissions technologies, such as Bioenergy with Carbon Capture and Storage'*, thus showing that the Government acknowledges the technology concerning carbon capture and storage is evolving.
431. The parliamentary cross party think tank, Policy Connect, has reviewed waste management policy and published its own findings in its report ['No Time to Waste: Resources, Recovery and our Road to Net Zero'](#) (2020). It states that even as the UK progresses to its ambitious 2035 recycling targets, a valuable untapped potential for energy-from-waste technologies exists if government pivots residual waste policy away from landfill and export and towards domestic energy-from-waste heat networks and carbon capture. The report sees a different role for energy from waste, acknowledging that it is not a perfect long-term solution for the management of residual waste, but accompanied by a drive to increase heat use and action to decarbonise further, they conclude that it is the best available technology and should form an essential part to the transition to net zero. The report was accompanied by 10 recommendations, which include urging the industry to stop exporting waste abroad, improving waste projections, continued and increased recycling and waste prevention, waste and public awareness initiatives and promotion of the role for waste heat. It indicated that the [BEIS Heat and Buildings Strategy](#) should recognise a clear role for energy-from-waste heat

to provide accessible low carbon heat, as a key early element on the road towards heat sector decarbonisation. More information on energy and heat is set out in the sections on [Energy generation](#) and [Heat generation](#) of this commentary.

432. The 2021 report to Parliament entitled '[Progress in Reducing Emissions](#)' sets out a number of actions and policy recommendations on emissions. In relation to waste, it identifies a number of gaps to be addressed including *'Address with urgency the rising emissions from, and use of, Energy from Waste (EfW), including by ensuring that the capacity and utilisation of EfW plants is consistent with necessary improvements in recycling and resource efficiency, providing support to enable existing EfW plants to begin to be retrofitted with carbon capture and storage (CCS) from the late 2020s, and introducing policy to ensure that any new EfW plants are built either with CCS or are 'CCS ready'*.
433. The Government issued the [Net Zero Strategy: Build Back Greener](#) in October 2021. The strategy sets out how the UK will make transitions to remove carbon from power, retire the internal combustion engine from vehicles and start to phase out the use of gas boilers. The strategy includes a section on natural resources and waste. As part of reforms to the resources and waste system, we also will move towards a circular economy, improve resource efficiency, and achieve near elimination of biodegradable waste to landfill. The key policy relating to this is as follows: *'To support our commitment to explore options for the near elimination of biodegradable municipal waste to landfill from 2028, we are bringing forward £295 million of capital funding which will allow local authorities in England to prepare to implement free separate food waste collections for all households from 2025'*.
434. The introduction of various waste management initiatives, such as the Plastic Tax are anticipated to help reduce fossil carbon emissions. In addition to reducing the greenhouse gas impact of ERF, the applicant has indicated that an anticipated move to less plastic in the waste stream will lead to a gradual reduction in the calorific value of the waste as plastics tend, on the whole, to have a higher calorific value per kg than biogenic material. However, in practice these changes are relatively small and will not result in operational problems in the ERF. There are limits to the amount of energy that can be fed into the process as the limiting factor on the operation of the plant is the ability of the boilers to effectively manage the energy throughput. Putting too much energy in would lead to overheating and premature aging. As a result, the combustion phase of the process and the operation of the boilers is carefully measured and calibrated. The heat input is controlled by the rate of input to the furnace to optimise energy recovery. It is the inherent flexibility and robustness of the of the system to changing waste types that makes it superior to gasification technologies.
435. The HMWP (2013) incorporates planning policies consistent with the approach set out within the [NPPF \(2021\)](#), seeking to support the transition to a low carbon future and supporting renewable and low carbon energy. Policy

2 (Climate change – adaption and mitigation) seeks to minimise (the) impact (of minerals and waste development) on the causes of climate change.

Where applicable, minerals and waste development *should reduce vulnerability and provide resilience to impacts of climate change by:*

- a. being located and designed to help reduce greenhouse gas emissions and the more sustainable use of resources; or*
- b. developing energy recovery facilities and to facilitate low carbon technologies; and*
- c. avoiding areas of vulnerability to climate change and flood risk or otherwise incorporate adaptation measures.*

436. There is no specific climate change policy in the [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#), although it is acknowledged that Policy CP24 - Sustainable construction makes reference to carbon impacts. The [East Hampshire Draft Local Plan \(2017-2036\)](#) contains Policy S24: Planning for climate change. However, as the Plan has only reached Regulation 18 stages and has not been publicly examined it can only be given limited weight in decision making.
437. A significant number of concerns were raised as part of the planning process relating to climate change and associated impacts. These included disputes of the claim that the facility will emit less CO₂ than landfill and that the incineration process will release thousands of tonnes of CO₂ into the atmosphere which goes against government policy and decarbonisation commitments. Concerns also asserted that the carbon impact of the proposal has not been adequately justified or assessed. This included consideration of the potential impacts on specific areas such as Waverley. Campaign for the Protection of Rural England (CPRE) objected to the proposal on the grounds that ERF will deter reuse and recycling and tend to perpetuate release of CO₂ into the atmosphere contrary to climate change ambitions. Furthermore, allegations that the proposal does not accord by the County Council's Climate Change Strategy and Action Plan, as well as East Hampshire District Council Climate Strategy 2020-2025, were received. All these concerns are acknowledged.
438. In relation to CO₂ impacts, two issues are of relevance to the proposal – how the proposal helps to reduce emission by diverting waste from landfill and what level of emissions will be associated with the proposal.

Carbon Assessment:

439. A [Carbon Assessment](#) formed part of the **ES (Volume 3, Appendix 4.3)**. The purpose of the Assessment was to determine the relative operational carbon impact of processing the waste in the Facility, compared to disposal in a landfill. It calculated the carbon emissions for the proposed facility, taking into account the following factors:
- a) carbon dioxide released from the combustion of fossil-fuel derived carbon in the Facility

- b) releases of other greenhouse gases from the combustion of waste;
- c) combustion of gas oil in auxiliary burners;
- d) carbon dioxide emissions from the transport of waste and residues;
- e) emissions offset from the export of electricity from the Facility; an
- f) emissions offset from the recycling of metals recovered from bottom ash.

440. These emissions have been compared with the carbon emissions from sending the same waste to landfill, taking account of the release of methane in the fraction of landfill gas (LFG) which is not captured, and emissions offset from the generation of electricity from LFG. The main calculations were undertaken for two waste composition cases (a lower and higher net calorific value (NCV), assuming no heat export. In case 1 (lower NCV), the facility is predicted to lead to a net reduction in greenhouse gas emissions of approximately 84,412 tonnes of CO₂-equivalent (CO₂e) per annum compared to the landfill counterfactual. If it is assumed that the Facility has a lifespan of 25 years, this is equivalent to an overall benefit of 2,110,300 tonnes of CO₂e over the lifetime of the Facility. In case 2 (higher NCV), the ERF is predicted to lead to a net reduction in greenhouse gas emissions of approximately 101,213 tonnes of CO₂-equivalent (CO₂e) per annum compared to the landfill counterfactual. If it is assumed that the Facility has a lifespan of 25 years, this is equivalent to an overall benefit of 2,530,325 tonnes of CO₂e over the lifetime of the Facility. Table 14 is an extract from the conclusions of the **Carbon Assessment** showing total facility emissions and a comparison with the disposal of residual waste at landfill.

Table 14: Carbon Assessment findings

Parameter	Units	Case 1	Case 2
Releases from landfill gas	t CO ₂ e	138,520	150,561
Transport of waste and outputs to landfill	t CO ₂ e	2,577	2,441
Offset of grid electricity from landfill gas engines	t CO ₂ e	-17,669	-19,205
Total landfill emissions	t CO₂e	123,427	133,797
Transport of waste to and outputs from the Facility	t CO ₂ e	2,412	2,273
Offset of grid electricity with Facility generation	t CO ₂ e	-91,823	-91,823
Carbon savings from metals recovery	t CO ₂ e	-30,148	-24,348
Emissions from the Facility	t CO ₂ e	158,574	146,481
Total Facility Emissions	t CO₂e	39,016	32,583
Net Benefit of Facility	t CO₂e	84,412	101,213

441. The assessment work undertaken shows that the results of the LFG recovery rate sensitivity analysis resulted in a net benefit of between 53,681 and 177,559 tonnes of CO₂e emissions per annum for the ERF as compared to landfill. In addition, the heat export sensitivity analysis resulted in the proposal being predicted to lead to a net reduction in greenhouse gas emissions of approximately 88,750 (waste composition case 1) and 105,551 (waste composition case 2) tonnes of CO₂e emissions per annum for the nominal

heat export case, and approximately 93,621 (case 1) and 110,423 (case 2) tonnes of CO_{2e} emissions per annum for the maximum heat export case. The sensitivity of the calculation to waste composition (specifically, the removal of plastics and biodegradable waste over time) was also assessed, resulting in sensitivities within a range of 78,229 to 130,746 tonnes of CO_{2e} emissions per annum (net benefit of the Facility). Finally, the sensitivity of the calculation to a reducing grid displacement factor over time, including removal of plastics and food waste over time, was assessed in terms of the cumulative benefit of the Facility over its lifetime. The cumulative benefit over the lifetime of the Facility (assumed 25 years operation) was estimated to be approximately 348,311 tonnes of CO_{2e} for waste composition case 1, and 789,659 tonnes of CO_{2e} for waste composition case 2. The analysis showed that the Facility would continue to have an annual net benefit over landfill throughout its lifetime, with the exception of 2040 onwards for case 1.

442. Transport emissions are noted above, and this figure is associated with the transport of waste and reagents to the ERF and the transport of residues (i.e. Incinerator Bottom Ash, or Air Pollution Control residues) from the process to their respective treatment facilities. The carbon burden of transporting the waste is determined by calculating the total number of loads required and multiplying it by the transport distance to generate an annual one-way vehicle distance. This is multiplied by the respective empty and full carbon dioxide factor for HGVs to determine the overall burden of transport. It is recognised that this is conservative, as it may be possible to coordinate HGV movements to reduce the number of trips. The proposed HGV numbers are similar to extant MRF / WTS vehicle movements. This means the level of impact in terms of vehicle movements is nearly comparable. The difference here is likely to the distances these HGVs are likely to travel as being a merchant facility, the waste is likely to travel greater distance. Transitioning vehicles and fuel use to zero emissions will help to reduce emissions associated with the proposal in the longer term.
443. The sensitivity of the **Carbon Assessment** calculations calculation to different LFG recovery rates, heat export, waste composition and grid displacement factors has also been assessed. In all cases assessed, processing waste in the facility is predicted to lead to a net reduction in greenhouse gases compared to disposing of the waste in landfill. The results are presented in section 4.3 of the **Carbon Assessment** and show an over net benefit of the proposal compared to the baseline. The use of landfills for the disposal of residual wastes waste disposal as an alternative to ERF has been considered. However, it is considered to have the greatest detrimental environmental impact largely because the decomposition of waste within landfill sites generates methane which is 25 times more damaging than CO₂ in terms of global warming. Whilst it is acknowledged that much of this methane is recovered and combusted to produce electricity, significant quantities are still released into the atmosphere. Methane production would not be an issue with the proposed facility, lending support to the proposed development in terms of climate change impacts.

444. The construction of the development would commence if planning permission were granted, within three years. It is not expected to be affected by climate change trends identified in the future baseline section of the assessments undertaken. Nevertheless, modern construction risk assessments include consideration of extreme weather events. In addition, the construction emissions are not anticipated to be a significant contributor to overall emissions and therefore has been screened out of assessments in line with IEMA guidance (2017). This approach has been agreed by Atkins.
445. The No Way Incinerator Action Group's review of the **Carbon Assessment** suggested that the net CO₂e emissions over the lifetime of the proposed ERF would, in the likely scenario, result in approximately 1 million more tonnes of CO₂e than for the landfill baseline. Furthermore, the group stated that additional sensitivity analysis demonstrates that the net CO₂e disbenefit of the ERF ranges between 0.5 million tonnes to 2.3 million tonnes over the 25-year lifetime of the ERF. All scenarios considered therefore indicate that the ERF would result in greater CO₂e emissions over its lifetime than the baseline of landfill. The applicant provided a response to No Way Incinerator Action Group's comments as part of **ES, Volume 5: Additional Environmental Information (December 2020)** and this is set out in **ES Volume 5, appendix 8.1**. A justification for the use of landfill as a baseline is provided in the **Carbon Assessment**, and the consideration of future changes to waste compositions and landfill gas capture rates (future baselines) is included in the **Carbon Assessment**. The further work did not change the conclusions of the original **Carbon Assessment**. It concludes that there is a net carbon benefit compared to landfill. This helps the proposal contribute to the aim of making Hampshire carbon natural by 2050 in accordance with the Hampshire Climate Emergency.
446. Atkins was employed by the Waste Planning Authority to review the application in terms of climate change. This involved a review of the climate change sections of the ES, a review of statutory consultations in relation to air quality and a review of the climate change responses. The initial review led to further requests for information as part of Reg 25 request 2 in relation to:
- air quality, consideration of the development in the context of national and local climate change policy;
 - provision of full justification and sources for all assumptions and scenarios informing the Carbon Assessment;
 - carrying out a significance assessment in accordance with accepted methodologies for both effects on climate and vulnerability to climate change;
 - the presentation of proposed mitigation measures to reduce greenhouse gas emissions;
 - more detailed regional/local baseline for the assessment of climate vulnerability; and
 - detailed assessment of climate vulnerability issues using an accepted methodology and justification of the sizing of the design storm event.

447. This is set out in **ES Volume 5 Additional Environmental Information (December 2020)**, **appendix 8.2**. This included further information on greenhouse gas emissions, cumulative impacts, proposed mitigation measures as part of the design as part of a more thorough impact assessment. The further assessment concluded that neither the impact nor the net benefit of the Proposed Development would be significant in the context of UK Carbon Budgets, however the net benefit would be significant compared to the total carbon emissions in Hampshire from 2018. Atkins' response to **ES Volume 5 Additional Environmental Information (December 2020)** (dated 5 February 2021), which built on its previous comments (dated 27 October 2020) on the applicant's initial submissions on climate change and air quality, conclude that *'the impact of the Proposed Development is now placed in the context of local and national emissions and policies for emissions reductions. The assessment appears to be appropriate and thorough'*.
448. Furthermore, the work undertaken by Atkins on air quality has found that the proposal is acceptable from an air quality perspective. More information on this is set out in the section of the commentary on [air quality](#).

Adaptation and mitigation:

449. The proposal has been through a detailed design process which has considered measures to minimise the impact to greenhouse gas emissions. In terms of vulnerability to climate change, the **ES** includes an assessment of the proposal to climate change. The assessment is in line with IEMA guidance [Environmental Impact Assessment Guide to Climate Change and Resilience and Adaption' \(2020\)](#). The methodology is included within the **ES Volume 5: Additional Environmental Information (December 2020)**. More information on how climate change has influenced the design of the facility is set out in the [Design and sustainability](#) section of this commentary.
450. Adaptation and mitigation measures have been proposed as part of the proposal. This includes the proposal's ability to recover energy and heat which is considered in more detail in the sections on [Energy generation](#) and [Heat generation](#). The design of the proposal has also taken climate change into account, incorporating Sustainable Drainage Systems, other sustainable design features to reduce greenhouse gas emissions such as on-site electricity facilities, rainwater harvesting, a living wall and the reuse of water on-site.
451. The impact of drought caused by a predicted decrease in summer precipitation is assessed for each vulnerable receptor. The proposal has been designed to have a relatively low water use and has underground water storage tanks with more than sufficient capacity for required process water.
452. The highway network has been designed to be resilient to extreme events. The Hampshire County Council Climate Change Strategy includes assurance to create a transport network resilient to tree fall and flooding. The applicant

has indicated that in the event that vehicles are prevented from accessing the Site, the design of the facility includes capacity for five days' worth of waste storage. This is so that the ERF can continue operating for this time, by which time it is expected that any road restrictions would have been removed or alternative routes created.

453. Climate change is anticipated to lead to changes in electricity demand as a result of the increased use of air and water cooling systems in summer months. The energy generated by the facility will help meet this increased demand for electricity. In addition, the applicant notes that climate change policy and social changes are encouraging the swap to electric heating systems and electric cars, resulting in a higher electricity demand. The ERF will therefore help the national grid to deal with this increase in electricity consumption.
454. The proposal is self-reliant in producing electricity and the grid connection is protected from extreme events by being underground. The applicant has indicated that the ERF offers the possibility of black start for the local area in the event of a grid shut down caused by an extreme event (or another event). The future changes to the grid are considered in a sensitivity analysis in section 4.3 of the **Carbon Assessment**.
455. In terms of heat, a **Heat User Study** has been produced and explores the heat offtake opportunities in the local area and a number of large development sites along the A31, within 10 km of the Site, have been identified as having potential for heat export capacity. Climate change projections conclude that there will still be a demand for heat between November and April.
456. Specific consideration to other administrative areas' carbon targets, such as Waverly Borough Council, has not been given because the proposal is not located within the borough. Carbon emissions are seen to have a global impact that cannot be confined to certain localities. However, the impacts have been assessed in the context of emissions from Hampshire as an entire county.
457. It is acknowledged that the composition of residual waste is likely to change over time as changes in legislation, economics and environmental controls are introduced. There is every possibility that the level of biogenic content in the waste stream will reduce as methods are devised and implemented in future to separate and recycle waste with biogenic content that is currently difficult or uneconomic to do at present. Concerns were raised through the planning process about the facility's ability to adapt and these are acknowledged. This introduces some doubt over the longer-term climate change benefits that the facility may provide over the lifetime of the facility when compared to landfill. It is therefore proposed to include a condition relation to ensure R1 status. This is set out in **Appendix A** of this report. The applicant will set specifications and control inputs as part of the operation of the Site. This will include material inspections.

458. The [NPPF \(2021\)](#) identifies that mitigating and adapting to climate change and moving to a low carbon economy as part of a wider objective to protect the environment, is one of the three overarching objectives which contribute towards delivering sustainable development. Paragraph 152 of the [NPPF \(2021\)](#) states that the *'planning system should support the transition to a low carbon future in a changing climate and should help to 'shape places in ways that contribute to radical reductions in greenhouse gas emissions; encourage the reuse of existing resources; and support renewable and low carbon energy and associated infrastructure'*. Furthermore, paragraph 154 states that *'new development should be planned for in ways that: a) avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and b) can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards'*. In addition, paragraph 157 states that *'in determining planning applications, local planning authorities should expect new development to: a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and b) take account of landform, layout, building orientation, massing*. Finally, paragraph 158 of the [NPPF \(2021\)](#) states that *'when determining planning applications for renewable and low carbon development, local planning authorities should: a) not require applicants to demonstrate the overall need for renewable or low carbon energy, and recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and b) approve the application if its impacts are (or can be made) acceptable'*.
459. As previously stated, Policy 2 (Climate change – adaption and mitigation) seeks to minimise the impact of minerals and waste development on the causes of climate change. Parts a or b of the policy need to be met alongside part c. In terms of meeting part a of Policy 2, its level of carbon emissions and the extent to which the development would contribute towards the UK Government's commitment to bring all greenhouse gas emissions to net zero by 2050 (which is a target which local authorities are encouraged to work towards) is of relevance here. It is recognised that the proposal's associated greenhouse gas emissions mean it is not a climate positive development. It is also true to say that when compared to other waste management options, such as reuse or recycling, recovery will have more of a potential carbon impact. It is assumed that the ERF will have greater greenhouse gas emissions than other recycling or reuse options, although this has not been specifically assessed. The proposal does offer an opportunity to reduce greenhouse gas emissions by the diversion of residual waste from landfill which has an overall greater carbon impact. It has also been designed to

ensure it is capable of being fitted with carbon capture and storage as soon as this technology is available. It is therefore the Waste Planning Authority's view that the proposal largely meets the requirements of part a of Policy 2. In terms of meeting part b of the policy, the proposal will facilitate a reduction in carbon emissions by the diversion of waste from landfill. The electricity generated by the facility and sent to the grid would contribute towards the overall electricity generating capacity of the UK as baseload energy and enable the National Grid to switch from other sources of baseload electricity generated elsewhere in the grid system. More information on energy and heat generation is set out in the sections of the commentary on [Energy generation](#) and [Heat generation](#). Finally, in terms of meeting part c of the policy, the site and design of the proposal have taken into account aspects relating to climate changes and incorporate mitigation measures where these are relevant. More information on design is set out in the section of the commentary on [Design and sustainability](#).

460. As already set out, emerging Policy S24: Planning for climate change of the [East Hampshire Draft Local Plan \(2017-2036\)](#) can only be given limited weight in decision making.
461. Since the adoption of the [HMWP \(2013\)](#), the Government has legislated for net zero carbon. The national policy on waste hierarchy has not yet been changed in response.
462. It is acknowledged that as national policy and guidance on climate changes evolves there may be a need to reduce emissions to achieve net zero by 2050. Any reduction of emissions in the transport sector will primarily be driven at a national level through wider Government policy at that point in time. It is clear that carbon emission standards will become more stringent towards 2050. Emission standards are currently controlled through the Environmental Permit regime by the Environment Agency which the development will require in order to operate. Any more restrictive future emissions standards will be controlled through pollution controls and separate regulations to the planning system across the UK. The energy from waste sector will need to adapt and modify to ensure continuing compliance with these tighter emission standards. This will require a long-term adaptation of the industry. If the facility did not comply with these future emission standards the pollution control regime would either not allow it to operate or make it economically unviable to operate, thus providing an appropriate level of assurance that the facility would contribute towards meeting the net zero policy objective. For the reasons outlined in the section on [Impact on health, safety and amenity](#), the Waste Planning Authority has to assume that other regulatory regimes which help to control and manage emissions will deliver their regulatory requirements.

Carbon Capture Storage:

463. Carbon Capture Storage (CCS) technology is an emerging technology which enables CO₂ that would otherwise be released into the atmosphere to be

captured and permanently stored, thereby reducing emissions. Concerns have been raised as part of the planning process about the ability of the facility to incorporate CCS. The Government has taken a number of steps to facilitate and encouraged the development of CCS, but it is still in development and at this stage it is not economically feasible to include them in this proposal for an ERF. However, it is also acknowledged that there would be potential for them to be installed in the future. Such technologies will need to continue to minimise carbon release, and this will take time and legislative changes, as well as significant investment.

464. The facility, as proposed, does not currently incorporate CCS (no operational plants the UK have carbon capture and storage), but the applicant advises that it is readily capable of being retrofitted to the process at an appropriate time when the technology becomes less complex and costly, and legislation evolves to support this. There has been space built into the design to accommodate CCS and the necessary connections. The exact equipment and space required will be determined when the time comes.
465. It will be important to ensure the plant has the capability for CCS so ensure that it can reduce its carbon impact during the life of the development. This ensures the plant is in accordance with paragraph 4.7.10 of the [National Policy Statement for Energy](#) (NPS (EN-1)). The No Wey Incinerator Action Group raised concerns that no evidence has been provided to demonstrate that CCS installation is feasible and raised concerns about deliverability due to the '*constrained nature of the Site*'. These concerns are acknowledged. However, it is not reasonable to expect the ERF to be carbon neutral on the commencement of its operations. This would have significant deliverability issues and would also put the facility at a disadvantage to other comparable facilities operating elsewhere within the UK. This would mean that the plant would be unlikely to be constructed and the benefits derived from the operation of the facility, including the carbon savings that would be achieved by diverting waste from being disposed into landfill, would be lost. The Governments response to the Sixth Carbon Budget also highlighted that CCS applications will be supported. Once implemented more widely, CCS from all different types of development may help to deal more widely with carbon management and reductions. The proposals life, if permitted, would go beyond 2050. Ensuring the plant can be retrofitted once the technology is available and viable to do so is therefore of importance. This will be led by national policy and regulations including the waste permitting regime as well as taxation, so it is not reasonable to include a condition on CCS as part of this permission. The plant will simply not be able to operate unless it meets the necessary legislative and regulatory requirements. An informative is included on this issue, as set out in **Appendix A**. The implementation of CCS will also help ensure the plant contributes to meeting the target of making Hampshire carbon natural by 2050, in line with the Hampshire Climate Emergency.

Conclusion on the climate change and net zero:

466. Taking matters related to climate change into account, the planning policies within the HMWP (2013) in relation to the climate change have been considered to inform the assessment of the planning application. Whilst it is recognised that there may be some impact, in particular with regards to emissions, on balance and on the basis that the proposal diverts waste from landfill which has the potential to have a greater carbon impact, alongside the energy from waste potential, the proposal is considered to be in accordance with Policy 2 (Climate change – adaptation and mitigation) of the [HMWP \(2013\)](#). In addition, on the issue of emissions, the level of impact, mitigation measures proposed, and conditions included in **Appendix A** are considered to address any issues.
467. Wider material considerations are also supportive of a grant of planning permission, most notably paragraph 158 of the [NPPF \(2021\)](#) which requires planning applications for low carbon energy to be granted planning permission where environmental impacts are or can be made acceptable and the consistency of the development with [Defra's Energy from Waste Guide \(2014\)](#).
468. Policy compliance with net zero across all sectors in the economy will be achieved through legislative and policy changes at a national level including pollution control to limit emission levels and potentially taxation. If the facility did not comply with these future emission standards the pollution control regime would either not allow it to operate or make it economically unviable to operate, thus providing an appropriate level of assurance that the facility would contribute towards meeting the net zero policy objective. On the basis of the evidence before the Waste Planning Authority, the proposal is considered to be in accordance with relevant national policy, guidance and the Hampshire Climate Emergency in relation to Net Zero by 2050 by helping to reduce waste going to landfill. The future implementation of CCS will also ensure the plant helps to deliver carbon neutrality by 2050.

Energy generation

469. There is no question that energy from waste plants are developed primarily for the management of waste rather than the provision of energy. However, the Government focus on ensuring a security of energy supply and renewable energy is clearly set out in national policy and guidance. National energy security is becoming more of a nationally important issue and one that the Government places significant weight on. Renewable energy will help the UK to tackle climate change and energy recovery is identified as a key part of the this in [National Policy Statement for Energy](#). Indeed, paragraph 3.3.20 of the [draft revised NPS EN-1](#) states '*there is an urgent need for new electricity generating capacity to meet our energy objectives.*' This will help with a security of supply.

470. Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#) is of relevance here. It states that energy recovery development should:
- a) *be used to divert waste from landfill and where other waste treatment options further up the waste hierarchy have been discounted; and*
 - b) *wherever practicable, provide combined heat and power. As a minimum requirement the scheme should recover energy through electricity production and the plant should be designed to have the capability to deliver heat in the future; and*
 - c) *provide sustainable management arrangements for waste treatment residues arising from the facility.*

Proposals for energy recovery will be judged against all policies in the Plan. Proposals for the sustainable management of waste residues from energy generation should minimise, so far as possible, the amounts of waste going to landfill. Where deposits to landfill are necessary, the most sustainable location should be used.

Source of energy:

471. The electricity generation component forms an integral part of the planning application. The proposed ERF will generate energy through the controlled combustion of waste (mainly commercial and industrial). Energy from waste can:
- provide a valuable domestic energy source contributing to energy security;
 - contribute to our renewable energy targets which are aimed at decarbonising energy generation; and
 - complement other renewable energy sources such as wind or solar because it is non intermittent.
472. Energy recovery from residual waste is an initiative encouraged in order to decarbonise energy. Current government guidance sets out examples to reduce emissions. In particular, with regards to waste, this focuses on providing opportunities for renewable and low carbon energy technologies and providing opportunities for energy and heat. Energy from waste therefore bridges two sectors – waste management and energy generation. The evolution of these sectors is of relevance here as waste management practices move toward resource management and energy recovery seeks to make the best use of renewables and low carbon fuel sources. [Defra's Energy from Waste Guide \(2014\)](#) confirms that the Government sees a long-term role for energy from waste both as a waste management tool and as a source of energy. Government policy is to move towards zero landfill, and the treatment of wastes and energy recovery is one of a number of measures which can be used to deliver this. ERF for planning purposes is a low carbon energy source, even if it cannot be classified as non-carbon.
473. As an energy source, energy from waste has a number of potential advantages beyond its renewable content. It provides a domestically derived

energy source and gives the UK greater fuel security, greater energy independence and protection from fossil fuel price fluctuations. The energy is also non-intermittent unlike many other sources of renewable energy, such as wind or solar.

474. The long-term future of energy from waste policy is about ensuring that energy recovery is the best solution for residual waste and, where this is the case, ensuring the most is made of the resource. One of the key components of the environmental impact of energy recovery is the relative greenhouse gas emissions. The [Defra's Energy from Waste Guide \(2014\)](#) acknowledges that long term changes in the energy mix, particularly the decarbonisation of the UK's electricity generation system, has significant consequences for the relative merits of carbon emissions when comparing energy recovery with landfill. It identifies a potential balance point whereas energy decarbonises, increasing efficiency alone is no longer sufficient to ensure energy from waste is better than landfill in carbon terms, with the biogenic content of the waste feedstock becoming critical.
475. Government policy over the last 15 years has placed focus on the deployment of renewable and low carbon energy policy. This includes the [Energy White Paper \(2007\)](#), the [UK Renewable Energy Strategy \(2009\)](#), the [UK Low Carbon Transition Plan \(2009\)](#), the [Energy Act \(2013\)](#) and the [Energy White Paper 2020](#). These have provided a positive policy framework to facilitate and support investment in renewable energy and increase the use of renewable energy as well as helping to establish the legislative framework and measures for delivering electricity market reform.
476. Pulling this all together, the clear message from government policy relating to energy policy is one of urgency. The [Energy White Paper 2020](#) seeks to provide a positive policy framework to facilitate and support investment in renewable energy; the aim of the [UK Renewable Energy Strategy \(2009\)](#) is to radically increase the use of renewable energy; and the UK Low Carbon Transition Plan records that the scale of change needed in its energy system is unparalleled. In short, the expectation of industry is to provide as much renewable energy capacity as swiftly as possible. The [Energy White Paper 2020](#) identifies a continuing and future role for energy recovery, specifically identifying that energy recovery from biomass is one of the most valuable tools for reaching net zero emissions with the potential to result in negative carbon emissions.
477. The [Waste Management Plan for England \(2021\)](#) is clear that the government supports efficient energy recovery from residual waste. Energy from waste is generally the best management option for waste that cannot be reused or recycled in terms of environmental impact and getting value from the waste as a resource, and the Plan states that '*recovery plays an important role in diverting waste from landfill*'. The [Resources and Waste Strategy](#) promotes the greater efficiency of energy from waste plants through utilisation of the heat generated in district heating networks or by industry.

478. The [Waste Policy Review \(June 2011\)](#) also is clear that that waste management falls within the wider energy policy context insofar that recovering energy from waste which cannot be sensibly reused or recycled is an essential component of a well-balanced energy policy and underlines the importance of maximising energy recovery from the portion of waste which cannot be recycled.

Source of renewable energy:

479. ERFs have the ability to provide renewable energy. [Defra's Energy from Waste Guide \(2014\)](#) explains that the residual waste feedstock used by ERF incorporates a mix of different materials including plastics made from oil, which are not renewable, and other materials such as food, paper and wood that are biodegradable and therefore renewable. Because of the mixed composition of the feedstock, energy from residual waste is considered as a partially renewable energy source commonly referred to as a 'low carbon' energy source. The Guide is clear, that where there is residual waste (i.e. remaining waste that cannot be economically or practically reused or recycled), our aim is to get the most value from it via energy recovery, where doing so is the best overall environmental option. This can contribute to renewable energy targets and help with the move towards a more secure fuel supply.
480. Building on this, paragraph 153 of the [NPPF \(2021\)](#) seeks to increase the use and supply of renewable and low carbon energy and heat. It requires planning authorities to provide a positive strategy for energy from these sources and identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems, and for co-locating potential heat customers and suppliers.
481. As already acknowledged, Hampshire County Council declared a [climate emergency](#) on 17 June 2019 and the subsequent publication of a [Climate Change Strategy and Action Plan](#). The [Climate Change Strategy and Action Plan](#) notes the priority of energy generation and distribution to enable and support renewable energy generation capacity and distribution across the county, with a focus on providing low carbon, resilient energy to residents and businesses, whilst reducing costs. It states that the priority for energy will be to work with local partners and communities to actively promote and enable the generation of local, renewable, resilient energy which would stimulate and support green growth in Hampshire maximising the use of technology and innovation. This should be delivered through a range of initiatives at all scales — i.e. large-scale, community owned or individual household schemes. This includes the use of renewable energy, decarbonise grid/gas, the use of new technologies technology and ensuring resilient energy systems.
482. Local waste policy relating to the development of new energy recovery facilities is incorporated within Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#). Paragraph 6.187 of the Plan is clear that applicants for

energy recovery will (need to) indicate how proposals will provide low-carbon energy generation.

483. The applicant has suggested that 50% of the waste used could be said to be a form of renewable energy. The biogenic content of the waste to be managed at the ERF, circa 50% of the total waste, is recognised by the Government as a renewable source of energy. Thus, around 50% of the energy, whether heat or electricity, produced by the proposed development would be classed as renewable energy.
484. Representations received raised concerns that the electricity derived from the facility is not low carbon and these are acknowledged. Waste that is managed is considered to have an element of fossil carbon which already exists in the above ground equation. As it can be managed rather than disposed of at landfill, it can be beneficially used to displace energy derived from conventional fossil fuels.
485. The proposal's ability to generate a proportion of renewable energy has been demonstrated. Hampshire's existing ERFs do not have the capability to provide local heat and would require major investment, retrofitting and infrastructure to enable them to provide combined heat and power.

Connection to the grid:

486. The proposal includes electricity generation and export to the grid, but the connection (i.e. transmission lines) to the local electricity distribution network is not included within the application itself. This would be delivered through a separate consenting process. However, the ES does consider the potential environmental effects of the grid connection. A proposed grid connection route is set out in **ES Volume 2, Figure 4.9**.
487. Concerns have been raised regarding the ability of the facility to connect to the national grid, and that any heat and energy generated would not directly benefit Hampshire, as is set out in the application, but rather would be consumed anywhere in the UK. Indeed, the No Wey Incinerator Action Group raised concerns that operational issues and the realities of the electricity market mean that the applicant needs to provide additional information to demonstrate that this can be achieved in practice. The potential grid connection routes are assessed under the **LVI sections 5.5.13-5.5.16**. A condition is included in **Appendix A** in relation to the connection to the grid to ensure maximum energy benefits are realised from the scheme. This issue is also covered by the proposed section 106 agreement. It will be for the applicant to ensure that it has the necessary infrastructure and capacity to connect to the network.
488. There is no evidence to suggest that the electricity generated by the Site would not be required by the network.

489. Issues such as energy efficiency, efficient use of raw materials and avoidance, recovery and disposal of wastes will be considered by the Environment Agency when assessing the Environmental Permit.

Conclusions on energy generation:

490. The ability of the proposal to generate energy by connecting to the National Grid, with a proportion of it being renewable, means the proposal is clearly supported by national policy and guidance. Government policy requires that significant weight be given to a proposal's provision of renewable energy. The [Energy White Paper 2020](#) and the [NPPF \(2021\)](#) make it clear that Local Authorities should look favourably upon planning applications for renewable energy developments. Low carbon energy derived from energy recovery of residual waste is strongly supported by national planning policy and the HMWP (2013), and this policy support should be given significant weight when considering the acceptability of the proposal. Subject to the proposed conditions and the section 106 agreement securing grid connection, the proposal is considered to meet national policy and guidance in relation to energy generation.

Heat generation

491. The proposal includes the capability to produce heat.
492. The [Waste Management Plan for England \(2021\)](#) targets 'energy from waste incinerators to produce heat for heat networks as this substantially reduces their emissions by making use of the otherwise wasted heat to displace gas boiler heating. This will support a shift from using high carbon gas generation to lower carbon generation in heat networks.' The [Resource and Waste Strategy \(2018\)](#) also promotes the greater efficiency of energy from waste plants through utilisation of the heat generated in district heating networks or by industry. It is clear that ERF can play a role in the supply of heat.
493. The [Defra's Energy from Waste Guide \(2014\)](#) acknowledges that energy outputs associated with heating are expected to decarbonise much more slowly than electricity, and the delivery of heat from energy from waste can be done at much higher efficiencies than electricity only. This means that plants which operate in combined heat and power (CHP) mode will be able to continue to be superior to landfill, with longer plant lifetimes. This highlights the benefits of CHP for ERFs.
494. The Environment Agency requires all new proposed combustion /incineration /co-incineration facilities to be built CHP-ready by imposing specific permit conditions. Environmental Permit applications for these types of plants will therefore need to include a Best Available Technique (BAT) assessment for CHP-readiness. In addition, permits for facilities such as the ERF are also likely to contain conditions that state opportunities to realise CHP should be reviewed from time to time. These opportunities may be created by building

new heat loads near the plant or be due to changes in policy and financial incentives that make it more economically viable for the plant to be CHP. The [Environment Agency \(EA\) CHP-Ready Guidance](#) requires heat export opportunities to be assessed from a technical and economic perspective.

495. As with energy, Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#) is of relevance here. In relation to heat it states that, wherever practicable, proposals should provide combined heat and power. As a minimum requirement the scheme should recover energy through electricity production and the plant should be designed to have the capability to deliver heat in the future.
496. The proposal allows for the generation of heat. A **Heat Plan** has been included in ES as part of the **Appendix 1-2 of the Planning /Supporting statement**. The Heat Plan has been prepared in accordance with Environment Agency guidance. It provides a technical description of the proposed facility and heat export infrastructure. It looks at potential demands and customers and the viability of potential connections. The Heat Plan demonstrates the use of Best Available Technology (BAT) with regards to energy efficiency and heat use by:
- Providing a technical description of the Proposed development and heat export infrastructure;
 - Calculating potential heat demands and assessing the feasibility of connecting wider heat consumers and heat sources to the network;
 - Calculating the heat network capacity based on potential heat consumers, accounting for consumer diversity and seasonal variation;
 - Calculating relevant energy efficiency measures to demonstrate legislative compliance;
 - Conducting an economic assessment feeding into the Cost Benefit Analysis (CBA), as required under Article 14 of the Energy Efficiency Directive; and
 - demonstrating, in accordance with the Waste Framework Directive, how the Proposed Development will achieve R1 status (an energy recovery operation rather than a disposal facility).
497. A **CHP Ready Assessment** has also been carried out as part of the application.

Location of heat customers:

498. The [NPPW \(2014\)](#) encourages the choice of sites which enable the utilisation of the heat produced as an energy source in close proximity to suitable potential heat customers. It also identifies that positive planning plays a pivotal role in delivering new waste infrastructure that assists with delivering sustainable development in line with the waste hierarchy and resource efficiency, ensuring waste management is considered alongside other spatial planning concerns, seeking to engage communities and businesses to take more responsibility for their waste and helping secure the re-use, recovery or disposal of waste without endangering human health or the environment.

499. Paragraph 258 of the [Defra's Energy from Waste Guide \(2014\)](#) identifies that a key consideration in identifying sites for the development of new energy from waste plants should be that they are close to heat users. Furthermore, paragraph 4.6.5 of [National Policy Statement for Energy \(NPS EN-1\)](#) indicates that for CHP to be economically viable, it needs to be located close to industry or domestic customers with a heat demand.
500. Concerns were raised as part of the planning process that the potential to offset some of the carbon emissions by using the heat generated were not maximised as part of the proposal. This included comments received from the No Wey Incinerator Action Group and East Hampshire District Council. It was argued that the design of the plant means it will not be possible in this location as there are no large existing heat users in the vicinity. These concerns are acknowledged.
501. The **Heat Plan**, provided as **Appendix 1-2 to the Planning Statement** includes a review of potential heat demand within 15kms of the Site. This showed that there are no existing large heat customers (over 7.5 MW), but 10 new developments are identified in the [East Hampshire Draft Local Plan \(2017-2036\)](#). This includes sites at Molson Coors Brewery Development, Borovere Farm, Cadnam Farm, Lord Mayor Treloar Hospital site, Will Hall Farm, Alton Convent School, Land at Lynch Hill Development, Land at Wilsom Road, Chawton Park and Neatham Down. Some of the potential heat users are existing businesses. It is acknowledged that the costs and disruption of retrofitting can limit supply of heat to existing operational business, albeit this does not necessarily preclude them and would depend on the benefit obtained from the supply of heat. Whilst it is not possible to predict which of these developments may come forward, it is clear that there is significant scope for new development in the area which represents a real prospect for heat use. There is also an allocated employment site within Alton, at Lynch Hill, which has an extant outline planning permission for the development of office, general industrial and storage and distribution uses. This is located approximately 2km from the Site and presents another good prospect for heat use. Some of the potential heat users are existing businesses. It is acknowledged that the costs and disruption of retrofitting can limit supply of heat to existing operational business, albeit this does not necessarily preclude them and would depend on the benefit obtained from the supply of heat. Whilst it is acknowledged that there are potential large residential development sites along the A31 within the locality, there is no certainty that these will come forward and/or be of a significant enough scale to benefit. However, the delivery of this alternative and sustainable fuel source (via the [Climate Change Act \(2008\)](#) and supporting guidance) is strongly encouraged.
502. Whilst acknowledging that is a matter for the Permitting regime and not the Planning regime, the Environment Agency in responding to this application stated: *"This location limits potential to maximise energy efficiency from the combustion process."* The Environment Agency note in its response that the

proposed location limits the potential to maximise energy efficiency from the combustion process as the Site is located remotely from potential users of new thermal power plants. This will limit opportunities to achieve high levels of energy efficiency by using combined heat and power (CHP) beyond levels controlled by an environmental permit. Proposals for plants more than 15km away from densely populated urban areas or large heat users are unlikely (in the Environment Agency's experience) to implement CHP.

Heat connection route:

503. Concerns were also raised regarding the viability of the facility, based on its relatively remote location, to be able to provide any heat to users or a heat supply area locally. Objectors argued that the lack of any detail on the grid connection is a major omission. It was considered that this was contrary to NPS (EN-1). Furthermore, it was considered to be unclear how the applicant will acquire the rights to lay an electricity connection given that it does not have control of the land.
504. It is acknowledged that the delivery of the heat network would be dependent on securing contracts to deliver heat to heat users. For this reason, the planning application and the ES is based on the development delivering electricity to the local electricity distribution network, but with the potential to supply heat at a point in the future. For this reason, the potential environmental effects of a heat network have been scoped out of the EIA. However, more information was provided on the potential heat connection in the **Regulation 25 clarification response (December 2020)**. The Waste Planning Authority also requested further clarification on the ability of the applicant to connect the proposed Site to the wider heat network (outside of the Site). The applicant has indicated that the likely connection route would follow the route proposed for the electricity connection, as set out in **ES Volume 2, Figure 4.9**. The first stage in the development of a heat network would be the installation of an approximately 2km link to the Mill Lane area. This is likely to take a similar route to that identified in the ES for the grid connection i.e. along the A31 to Montecchio Way. The route has the advantage that all the land required is in the control of either Veolia or is public highway. On this basis, the environmental effects of this route have already been considered. Any future heat network would be subject to a separate planning application, and if deemed necessary an Environmental Impact Assessment. However, the presumption to ensure a connection is relevant to the proposal.
505. The applicant advised that heat offtake agreements are always difficult to secure in advance of the development of an ERF, as the delivery of the heat source is several years beyond the point at which the application is submitted. Consequently, the applicant does not have any agreements to supply heat at present. These can only be secured once the ERF plant is in situ, or into the construction phase, as it is at this stage that potential heat users will seriously consider the potential. The difficulties of securing heat connections in advance of ERF's construction are recognised within the [HMWP \(2013\)](#)

though Policy 28 (Energy recovery development) and its associated supporting text. It recognises that securing heat connections will not always be practicable at the outset and provides that, as a minimum requirement, the scheme should recover energy through electricity production and that the plant should be designed to have the capability to deliver heat in the future. The proposal meets these requirements. The applicant provided information on the connection of other ERF plants as part of Regulation 25 request 1 in **ES, Volume 5: Additional Environmental Information (December 2020)**. Currently, three of Veolia's ERF plants at Sheffield, Leeds and south-east London are connected to heat networks, which are continuing to expand. The applicant also has permission for a heat connection at Four Ashes in Staffordshire and has recently secured planning permission at the Battlefield plant in Shrewsbury. Neither heat connection had been agreed before the ERF plants had permission. The applicant states that it has a demonstrable track record of delivering heat networks and currently operate approximately 600 CHP schemes with over 7,000km of installed heat pipes worldwide.

506. Although agreements cannot be secured at this stage in the planning process, it does not diminish the potential to deliver heat from the facility and this opportunity is supported by the Waste Planning Authority. The applicant has indicated that it is confident that heat users can be secured. The **Utility Plan** included with the ES showed the intended connection route passing along the A31 from the Site to the Mill Lane industrial area. Veolia has also undertaken a preliminary assessment of that route and is confident there are no barriers to delivery. Veolia do not usually install the heat pipes in advance of securing heat off-take contracts. That is due to the potential financial risk if the pipes are installed, but contracts are not subsequently secured to utilise the heat. That introduces a risk. In this instance, installation of the heat connection pipe to a distribution point to service the Mill Lane industrial area would be relatively low cost and the applicant is confident that it will be able to secure customers for the heat, so the risk is relatively low. The applicant has also indicated that it is committed to a periodic review of opportunities to supply heat from the facility. This is included as a condition in **Appendix A**.
507. In responding to Regulation 25 request 5, the No Wey Incinerator Action Group indicated that it would be appropriate to require the installation of CHP connections in advance of receipt of first waste as a condition to any consent. However, this condition must extend to ensuring connections to individual premises rather than simply a connection to a distribution point to service the Mill Lane industrial area. It is clear that to satisfy the concerns of the Environment Agency, the Waste Planning Authority and other parties, there will need to be commitment to connect the Site to CHP. Existing and future residents and businesses could benefit from the energy and heat the Site would provide so this is supported by the Waste Planning Authority. This requirement is included by way of a planning condition in **Appendix A** for on-site works. This will ensure that the maximum heat benefit is provided from the proposal. The applicant has agreed to extend, through a section 106 agreement, the CHP connection beyond the Site boundary to the nearest CHP hub point. The route of the connection will follow the connection route

proposed for grid connection. This connection is included in the proposed section 106 agreement. The No Wey Incinerator Action Group has previously questioned the applicant's statement that the proposed heat network does not yield an economically viable return, therefore meaning that it is misleading to suggest that a Grampian condition requiring the installation of a heat pipe to a distribution point on Mill Lane would be sufficient to deliver CHP. These concerns are acknowledged. However, it is the Waste Planning Authority's view that the condition in combination with the proposed section 106 agreement provides the certainty of delivery of a heat connection.

Conclusions on the heat connection:

508. It is clear to meet the principles of Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#), as well as maximising the combined heat and power (CHP) potential of the proposed ERF, a heat connection is required. Conditions are proposed and the associated legal agreement will ensure the delivery of the heat connection, and this is to the satisfaction of the Waste Planning Authority. The applicant has provided evidence on how the Site can be connected for heat and potential customers and this is to the satisfaction of the Waste Planning Authority. On this basis, the proposal is considered to be in accordance with Policy 28 (Energy recovery development) of the [HMWP \(2013\)](#). All other issues relating to CHP would be covered by the Environmental Permitting regime.

Potential impact on areas designated for landscape

509. The proposed development is not located within a National Park or Area of Outstanding Natural Beauty. However, the Site lies approximately 1.2km to the west of the boundary of the South Downs National Park. The designation is 1.3km from the proposed stacks. In addition, the Site is located 8.5km west of the western boundary of the Surrey Hills Area of Outstanding Natural Beauty.
510. Paragraph 174 of the [NPPF \(2021\)](#) requires that planning decisions contribute to and enhance the natural and local environment by, amongst other considerations '*protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan)*'. Furthermore, paragraph 176 states that '*great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues*'. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas and should be given great weight in National Parks. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas'.

511. The statutory purposes of the South Downs National Park are as follows:
- To conserve and enhance the natural beauty, wildlife and cultural heritage of the area; and
 - To promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.
512. Concerns have been raised that these purposes would be impacted by the proposed development, and these are acknowledged. Decision makers must take these purposes into account when considering development proposals which may have an impact on the National Park.
513. Understanding the special qualities of the South Downs National Park is key to understanding the potential landscape and visual effects of the development on it, and how this contributes to achieving its special qualities. These are defined in the South Downs Local Plan as follows:
- Diverse inspirational landscapes and breath-taking views;
 - Tranquil and unspoilt places;
 - A rich variety of wildlife habitats including rare and internationally important species;
 - An environment shaped by centuries of farming and embracing new enterprise;
 - Great opportunities for recreational activities and learning experiences; Well-conserved historical features and a rich cultural heritage; and
 - Distinctive towns and villages, and communities with real pride in their area.
514. The primary purpose of the Surrey Hills Area of Outstanding Natural Beauty designation is to conserve natural beauty. Concerns have been raised about the potential impact on this designation.

Impacts on the designated areas:

515. The Site's proximity to the landscape designations means that any potential impacts on their setting are of relevance. Policy 4 (Protection of the designated landscape) of the [HMWP \(2013\)](#) specifically relates to development within the designated areas. It can therefore not be directly applied to this proposal. However, its principles in relation to the mitigation of any detrimental effects on the environment, landscape and / or recreational opportunities, and the need to enhance (where appropriate) the character of the surrounding landscape and natural beauty, wildlife and cultural heritage of the designated area need to be considered. For the purpose of Policy 4 (Protection of the designated landscape) only, major minerals and waste development is considered to be development that, by reason of its scale, character or nature, has the potential to have a significant adverse impact on the natural beauty, wildlife, cultural heritage and recreational opportunities provided by the National Parks or the natural beauty, distinctive character, and remote and tranquil nature of the Area of Outstanding Natural Beauty. The proposal is considered to be a major waste development and therefore the potential impact on the designations is a material consideration.

516. As already indicated, the principle of this Site being used for waste management uses is accepted through the grant of planning permission [33619/005](#). This decision was taken prior to the establishment of the South Downs National Park, but the location of the Site would have been taken into account when the designation was awarded. Prior to the waste use, the Site was used for industrial/commercial uses and was occupied by a warehouse (which was 14.6 metres in height) along with Nissen huts and ancillary buildings. At the time of granting permission for the MRF in 2002 there were no objections to the proposal locally, although it was noted that the development would have a visual impact which was sought to be mitigated through the use of conditions and in the design of the building. What is of importance here is the acceptability of the new proposal in terms of the landscape, in particular with regards to the South Downs National Park and indeed on the wider countryside.
517. A **Landscape and Visual Impact Assessment (LVIA)** was prepared as part of the **ES Volume 1, chapter 5**). This assessed the impact of the development on 21 viewpoints, including viewpoints from the National Park (see **Appendix H**). More information on the LVIA is set out in the [Visual impact section of the commentary](#). However, specifically with regards to designated areas, paragraph 5.4.47 of the **LVIA** notes that the area outside of the South Downs National Park boundary which would be affected by the presence of the proposed facility does not have any attributes that indicate that it is in anyway unique, special or notably distinct from the wider landscape of the District or north Hampshire in general. There is little to distinguish it from, or raise its value above, that of the wider countryside. The busy A31, and the prominent electricity pylons are notable detractors.
518. Paragraph 5.5.101 of the **LVIA** clearly states that *'it is clear that whilst there would be some localised change in view as a result of the proposal, this would not be to such a degree or over such an extent that the natural beauty of the South Downs National Park would be materially affected'*. This was tested and verified by the additional information presented in the **ES, Volume 5: Additional Environmental Information (December 2020)** and associated appendices. The facility would not adversely affect any opportunities to understand and enjoy the special qualities of the South Downs National Park by the public. On this basis, the applicant asserts that there would be no material effect upon the statutory purposes of the designation. Paragraphs 5.3.29, 5.3.87 and Table 5.4 of the **Planning Statement** makes a judgement in respect of how the facility could influence the purposes of the National Park. This is a planning judgement based on an appreciation of the special qualities and how these might be affected by the development.
519. The applicant clearly sets out in the application that the proposed facility is not within an area that will be highly visible from the key viewpoints in the South Downs National Park. The **ES, Volume 5: Additional Environmental Information (December 2020) and associated appendices** indicate that the area to the north of the site is within the setting of the National Park

(based on [South Downs National Park View Characterisation Analysis Study](#)) and as such the setting of Park would be affected by the proposal to a limited degree by virtue of its vertical scale interrupting some views of the National Park from this area. This area is illustrated by **ES Volume 5, Appendix 10.1, Figure K**. Paragraph 2.4.7 of the Regulation 25 submission concludes that: *'these impacts would not be widespread and would be limited to a few short sections of public footpaths and lanes to the north of the Site. In the context of the South Downs National Park as a whole these impacts would not be significant in terms of the overall setting of the designated area'*.

520. The ES concludes that the presence of the proposal would not result in significant adverse effects upon the views from areas within the South Downs National Park. It notes the presence of other features within the landscape, such as pylons and the existing MRF / WTS which are already a feature of the landscape both inside and outside of the National Park. The ES concludes the proposal would not have an appreciable effect on the tranquil areas located within the South Downs National Park, and that none of the special qualities of the Park would be materially affected. This is set out in more detail in chapter 5 of the **LVIA**. It is considered that the additional information demonstrates that the proposal does not exert an adverse impact on the landscape character of the South Downs National Park as a whole, although it does have localised impacts to the northern edge of the Park. **As part of the submission of the Environmental Statement – LVIA Additional Environmental Information (December 2020)**, the applicant assessed a further 12 viewpoints, 9 of which were located in the South Downs National Park.
521. The South Downs National Park Authority object to the proposal on visual impact grounds, as documented in the [Visual impact](#) section of the commentary. In relation to the statutory purposes of the National Park, **ES Para 5.5.101** states that *'it is clear that whilst there would be some localised change in view as a result of the Proposed Development, this would not be to such a degree or over such an extent that the natural beauty of the South Downs National Park would be materially affected'*. This was tested and verified by the additional information presented in the Regulation 25 Submission. The South Downs National Park Authority conclude that there is unlikely to be a widespread significant visual impact upon the National Park's setting. The proposed facility would not adversely affect any opportunities to understand and enjoy the special qualities of the National Park by the public. On this basis, it is the Applicants view that there would be no material effect upon the statutory purposes of the designation.
522. The issue of tranquillity is also of importance to the South Down National Park. Tranquillity is considered to be a state of calm, quietude and is associated with a feeling of peace. It relates to quality of life, and there is good scientific evidence that it also helps to promote health and well-being. It is a perceptual quality of the landscape and is influenced by things that people can both see and hear in the landscape around them. [The South Downs National Park Tranquillity Map](#) (created in conjunction with the CPRE)

scores tranquillity from High to Low within its boundaries and alongside them. For the northern boundary of this section of the National Park, due south and south-east of the proposed ERF, tranquillity is scored as being 'high'.

523. The assessment work undertaken concludes that the area of the National Park to the east of the ridge, east of Alton, as being '*one of the most tranquil areas of the SDNP*'. It is also identified that in areas along the ridge - where the proposed development would theoretically be - '*visible tranquillity is reduced by the presence of the A31 and overhead pylons*'. Other built infrastructure, including the existing Site itself, the adjacent railway line, oil depot and sidings, along with reductions provided by the natural environment, are also examined.
524. The [South Downs National Park's Tranquillity Study \(2017\)](#) includes twenty-one factors (seeing and hearing) that contribute positively to tranquillity, and twenty-three factors (seeing and hearing) that contribute negatively. Several of these factors are not relevant to this proposal, whilst the majority that are would be unaffected and certainly not undermined or exacerbated through the siting and operation of the proposed ERF according to the applicant's **Landscape Assessment**.
525. The key positive factors identified by the Tranquillity Study include Factor 1: A Natural Landscape, which cites "*Natural looking vegetation cover, beautiful scenery. May contain fields, glades and woodland but appears sensitively managed. Extensive (and not intensive) farming practices, natural crops and livestock i.e. corn, wheat, sheep, cows*"; and Factor 2: Wide open spaces citing "*Open Vistas, long and wide views of surrounding landscape. Sweeping fields. The higher the visibility, the more 'open' an area is perceived to be. Ignore man-made structures that from a minor element of the Landscape*". Positive factors 5, 6 and 7 all relate to the presence of trees in the landscape generally, of deciduous trees in the landscape and of natural looking woodland. These are all present within the National Park close to the proposed ERF and in adjacent areas outside of the designation.
526. In respect of positive factors 1 and 2, whilst the proposed ERF would increase the influence of built development upon views across the study area, which is largely defined by farmland and woodland, there are already a number of built features present that are recognised as negative factors. Notwithstanding this, the proposed ERF, where visible, would increase the influence of built development upon the view but the underlying nature of the view, comprising farmland and woodland, would remain. Furthermore, the proposed ERF would not prevent any long and wide views looking out of the National Park despite its location and scale. Locations where the proposed ERF would be more clearly visible are those where the longer range expansive views occur and where the scale of those views is such that the proposed changes could be accommodated. With regard to positive factors 5, 6 and 7 - the presence of trees in the landscape generally - would not be affected by the proposal save for the loss of tree cover on the northern boundary of the application site and the furthest point away from the National Park itself.

527. In considering the Study's key negative factors, factors 23 (Any visible sign of people), 24 (Overhead light pollution (at night)), 28 (Power lines (any signs of)), 30 (Urban development (any buildings/structures within the landscape)), 31 (Any signs of human impact) (buildings/structures within the landscape – including anything related to human activity)), 32 (Railways - lines visible within the landscape)), 33 (Roads - of any size or class), 34 (Town and Cities - large settlements >10000 inhabitants, signs of extensive development and human activity, large expanses of buildings and evidence of pylons) and 35 (Village and scattered villages - smaller settlements with fewer inhabitants, some development and human activity, open spaces and some evidence of pylons) are of most relevance.
528. In assessing the key negative factors, individually and collectively, all of them can be experienced from the parts of the National Park lying closest to the proposed ERF and from where it would be visible. The local landscape is clearly subject to ongoing human impact by virtue of ongoing agricultural activity and the presence of associated houses and farm buildings.
529. Furthermore, the influence of built development upon outward views would increase locally as a result of the proposal, in a context where pylons are already prominent, and where there is regular movement of vehicles along the local road network. The area along the South Downs National Park boundary that would be most affected by the presence of the ERF is already subject to a range of influences that detract from tranquillity. The ERF would not be widely visible from locations further to the east where tranquillity is expressed more strongly, and its presence in glimpsed views from these areas would have little appreciable influence upon the overall tranquillity of the National Park.
530. The No Wey Incinerator Action Group has indicated that several views towards the National Park from the northern side of the Wey Valley would be compromised by the introduction of the proposed ERF. Similarly, it is asserted that the experiential and aesthetic qualities of journeying towards the National Park through the broad valley landscape would be compromised by the introduction of a large-scale built form, not in keeping with any of the prevailing landscape characteristics. These concerns are acknowledged.
531. The No Wey Incinerator Action Group also raised concerns that the public's opportunities to understand and enjoy the special qualities of the National Park would be adversely affected, inasmuch as seven visual receptors within or on the boundary of the National Park, and seven visual receptors on the northern side of the Wey valley (from where the proposed development would interrupt views to the National Park) have been ascribed potentially significant adverse visual effects. These concerns are acknowledged. In terms of the special qualities of the South Downs National Park, of particular relevance to the proposal are the diverse inspirational landscapes and breath-taking views, tranquil and unspoilt places and opportunities for recreational activities.

Issues such as visual impact habitats, cultural heritage and impacts on communities are covered in other parts of this [commentary](#) section.

532. Additional information was provided under Regulation 25 (December 2020) in relation to the potential impacts on the South Downs National Park. This concluded that the proposal would not have any impact on the setting of the South Downs National Park and /or result in any significant visual impacts from Alice Holt. This additional information is set out in **ES Volume 5, Appendix 10.1**. The original assessment in the ES, along with the further information provided, demonstrates that the impact of the proposal would be visible from a very small area along the boundary of the National Park. Even when focussing in on the area close to the Site, the additional information provided establishes that the development would be visible from very few publicly accessible viewpoints, with visibility restricted in most locations by intervening topography and vegetation, even in winter. The Applicant concludes that the proposal does not lie in an area identified as being visually sensitive in relation to the National Park's setting in the View Characterisation and Analysis (VCA) Study. However, the assessment does acknowledge that the development would affect the Park's setting from some areas to the north of the Site, which are identified in the VCA Study. These effects would not be widespread and would be limited to a few short sections of public footpaths and lanes to the north of the A31, where tranquillity is adversely affected by road traffic noise. On this basis it is considered that the proposal conserves the natural beauty, tranquillity, wildlife and cultural heritage of the South Downs National Park and its setting when considered in its entirety.
533. The No Wey Incinerator Action Group stated that it is inconceivable that the proposed ERF would contribute to the statutory purposes of the National Park. They state that *'the citing of an ERF in this location will not conserve and enhance the natural beauty, wildlife and cultural heritage of the area and neither will it promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public'*. As already noted, the Waste Planning Authority has a statutory duty to consider the purposes of the South Downs National Park when determining the application for the ERF. Based on the evidence before the Waste Planning Authority, it is conserved that the proposal would not have an impact on the Park's statutory purposes. It is the Waste Planning Authority's view that, based on the proposed mitigation measures and the conditions proposed, the proposal would not adversely affect any opportunities to understand and enjoy the special qualities of the National Park by the public. Accordingly, there would be no material effect on the statutory purposes of the designation. It should be noted that National Park does not state that the ERF would adversely affect its statutory purposes.
534. The applicant provided more information on valued landscapes in the **Environmental Statement – LVIA Additional Environmental Information (December 2020)**. This indicates that to the north of the proposed Site, *'the value of the landscape is diminished by the presence of pylons, the existing MRF, development on the edge of Alton and Holybourne and a significant*

loss of tranquillity associated with traffic on the A31. Whilst the immediate surroundings of the Site have a number of positive attributes, including views to the South Downs National Park, these obvious detractors lower the landscape quality and value of the areas likely to be influenced by the Proposed Development'. Within the SDNP, there are 'limited publicly accessible views' from these areas of the proposed ERF, the result being impacts on the character of this higher value area being minimal.

535. The Site is located in the South Downs Dark Skies Reserve. The South Downs National Park Authority object to the proposal noting concerns relating to the negative impact from external lighting upon dark night skies. It was noted that the effect upon perceptual qualities such as tranquillity and dark night skies are important special qualities of the National Park to conserve and enhance. The application is accompanied by a **Lighting Assessment**. The **Dark Skies Assessment** that was undertaken as part of the planning application showed that the proposal would not have an impact. Further information was also submitted in response to Regulation 25 request 3 and this is set out in the **Landscape and Visual Effects – Response to Regulation 25 (December 2020)** and **clarification document (December 2020)**. The South Downs National Park Authority suggested a condition relating to a lighting scheme and this is covered in more detail in the lighting section of this report, and also included in **Appendix A**.
536. Concerns were raised as part of the planning process in relation to the nature and scale of the proposed plant, and how this would have an adverse impact on the rural landscape and the adjacent South Downs National Park. Representations also raise concerns that the proposed screening is inadequate to mitigate the impact of such a significant structure. These concerns are acknowledged. These are considered in more detail in the sections on [Visual impact](#) and [Design and sustainability](#) of this commentary.
537. The South Downs National Park Authority confirmed that widespread views of the scheme from within the Park would be limited, and therefore there is unlikely to be a widespread visual impact upon the National Park's setting. However, visual harm would occur in a number of specific and sensitive views from within the National Park where the Site and the surrounding landscape and Wey Valley can be appreciated, such as near Wyck. The South Downs National Park Authority therefore wish to raise concern about the impact of the development on these particular views. Whilst an objection has been made, the National Park has recommended conditions relating to the living wall, materials and lighting. These are documented in later sections of this commentary and included in **Appendix A**. More information on visual impact is set out in the [visual impacts](#) section of this commentary.
538. Concerns, including from local residents, Parish/Town Councils, Waverley Borough Council, CPRE and East Hampshire District Council, have been raised about the potential impact on the Surrey Hills Area of Outstanding Natural Beauty and these are acknowledged. At its nearest point to the proposed ERF, the western boundary of the Surrey Hills Area of Outstanding

Natural Beauty lies approximately 8km due east. Surrey County Council has not raised concerns about adverse impacts and effect on the designation and its designated status. The Surrey Hills Area of Outstanding Natural Beauty has not raised any issues either. However, the assessment work undertaken, which covers a study area of up to 10km from the proposed ERF to ensure any sensitive sites/areas are included, does not show any potential impacts on the designation and its associated primary purposes.

Conclusions on impacts on designated landscape:

539. As the proposed development is not within a designated landscape it cannot be considered to contrary to Policy 4 (Protection of the designated landscape) of the [HMWP \(2013\)](#). This does not take away from the fact that the impacts on the setting of the National Park associated with the proposals visual impacts is of relevance. This is covered in more detail in the [Visual impact](#) commentary section. It is the Waste Planning Authority's view that based on the proposed mitigation measures and the conditions proposed, that the statutory purpose of the National Park would not be prejudiced as a result of the development and the parks special qualities would be protected. The proposal would also not result in any impacts on purposes of the Surrey Hills Area of Outstanding Natural Beauty designation. The landscape value of the National Park is not impacted in the context of the [NPPF \(2021\)](#).
540. A description of the mitigation measures proposed to reduce the visual impact of the development is set out in the commentary sections on [Impact on the countryside and landscape](#) and [Visual impact](#).

Impact on the countryside and landscape

541. The landscape visual impacts of a proposal will vary on a case-by-case basis, according to the type of development, its location and its landscape setting. The application Site is in a largely rural location of East Hampshire, on an existing brownfield waste management site. The Site is not considered to be in the countryside due to its brownfield use. The topography of the land immediately north of the Site is relatively flat, before transitioning into a rolling landscape, whereas to the south the land undulates toward the South Downs National Park. Electricity pylons are prominent in the surrounding landscape. The proposed facility would be located on the Wey Valley floor and the existing landform of the valley slopes from north to south. The landscape outside the designated areas and sites is locally important and highly valued and it is important to respect its special qualities.
542. Landscape and visual effects are separate, although closely related and interlinked issues. Landscape effects are caused by physical changes to the landscape, which may result in changes to the distinctive character of that landscape and how it is perceived.
543. Paragraph 130 of the [NPPF \(2021\)](#) requires that planning decisions should ensure that developments function well and add to the overall quality of the

area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, and are sympathetic to local character and history, including the surrounding built environment and landscape setting. Furthermore, paragraph 174 states that planning decisions should contribute to and enhance the natural and local environment by (amongst other considerations) protecting and enhancing valued landscapes and recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services.

544. Policy 5 (Protection of the countryside) of the [HMWP \(2013\)](#) is relevant to the proposal and 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:*

- a. it is a time-limited mineral extraction or related development; or*
- b. the nature of the development is related to countryside activities, meets local needs or requires a countryside or isolated location; or*
- c. the development provides a suitable reuse of previously developed land, including redundant farm or forestry buildings and their curtilages or hard standings.*

Where appropriate and applicable, development in the countryside will be expected to meet highest standards of design, operation and restoration.

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

545. Policy CP20 (Landscape) of the East Hampshire Local Plan – Joint Core Strategy (2014) states that '*the special characteristics of the district's natural environment will be conserved and enhanced and sets out criteria for new development within the landscape.*

546. Emerging Policies S17: Development in the countryside, S18: Landscape and S27: Design and local character of the [East Hampshire Draft Local Plan \(2017-2036\)](#) have not been publicly examined so can only be given limited weight in decision making.

547. When the existing MRF / WTS Site was permitted, the sites use changed from a redundant warehouse to waste management uses. There is a precedent for the location of waste uses at this site.

Landscape character and setting:

548. The existing MRF building is a sizeable structure which has a visual presence locally. It is highlighted in many responses received that despite its size, its impact is actually limited to more of a localised one with existing trees and landscaping when in full leaf helping to absorb the mass of the building. The proposal would result in the removal and replacement of the existing structures with the proposed ERF.

549. Landscape Character Areas are discrete geographical areas of a particular landscape type with a broadly consistent character. These are Wealden Greensand National Character Area (NCA) 120 (and adjacent to the boundary of NCA Hampshire Downs), County Character Area (CCA) 3f: Wey Valley and East Hampshire District Council Northern Wey Valley Landscape Character Area. These character areas define landscape characteristics of the area. More information on the characteristics of each Landscape Character Area is set out in **Appendix J**.
550. The **Landscape and Visual Impact Assessment (LVIA)** recognises that there would be an appreciable increase in the influence of the development locally and that the proposed development would become a new feature in the landscape.
551. The **LVIA** initially assessed the impact of the development on 21 viewpoints (see **Appendix H**). The outcomes of this assessment work in terms of visual impact are set out in the [Visual impact](#) section of this report. Whilst the **LVIA** acknowledges that the proposed development would be larger than other existing built development in the landscape, and there would be localised significant adverse effects upon landscape character, it concludes that the combination of vegetation cover and landform is such that the extent to which the proposed development would influence landscape character would be overall limited and the underlying existing characteristics would remain dominant.
552. Zone of Theoretical Visibility (ZTV) models have also been prepared to support the application at 10km, 5km and 2km from the site. These are included in **Appendix K**.
553. The County Landscape Architect agreed that the 'local' landscape context, (HILCA Area 3f: Wey Valley1) and key area over which the development has an impact, has a medium landscape value and medium susceptibility to change. It is therefore considered to have a medium sensitivity to change but it is noted that the magnitude of change proposed by this development is large, and the impact on this landscape is significant and adverse as the proposed development will, from some viewpoints, break the skyline meaning that there is an impact.
554. The County Landscape Architect also noted that inherent character of East Hampshire District Landscape Character Area 4b: Northern Wey Valley means that it is vulnerable to the introduction of tall structures.
555. The County Landscape Architect raised concerns about the layout, form and appearance of the development proposed not being appropriate to the scale and landscape setting of the Site and having negative impacts on both the landscape character and visual effects. Whilst the ES submitted in 2020 states that the proposed development is "*not located in a protected landscape nor does the immediate landscape context have any attributes that indicate*

that it is in any way unique, special or notably distinct from the wider landscape of the District, or of north Hampshire in general,” the County Landscape Architect considers that the descriptions in the Hampshire Integrated Landscape Character Assessment (ILCA), and East Hampshire Local Landscape Character Assessments (LLCA), demonstrate that this valley landscape does have a quality of its own which is small scale and intricate along the immediate riverside landscape, and then spreads out into more open downland to the north.

556. East Hampshire District Council object to the proposal due to the adverse effect on the character and appearance of the immediate and wider area, considering the proposal to constitute an incongruous addition which would be overbearing in the landscape. East Hampshire District Council also indicated that the proposed development would not readily accord with the landscape strategy for the Northern Wey Valley LCA. These concerns are acknowledged.
557. Campaign for the Protection of Rural England (CPRE) has also objected to the proposal on the grounds of landscape impacts on the Wey Valley, stating that the *‘impact of the boiler house and/or stacks of the proposed development on all these publicly accessible locations spread over this NPPF Valued Landscape of High Sensitivity would be significant, and major or major-moderate adverse’*. It also considers that the proposal is contrary to development plan policies. These concerns are acknowledged.
558. The applicant provided more information on valued landscapes in the **Environmental Statement – LVIA Additional Environmental Information (December 2020)**. This indicates that to the north of the proposed Site, *‘the value of the landscape is diminished by the presence of pylons, the existing MRF, development on the edge of Alton and Holybourne and a significant loss of tranquillity associated with traffic on the A31. Whilst the immediate surroundings of the Site have a number of positive attributes, including views to the South Downs National Park, these obvious detractors lower the landscape quality and value of the areas likely to be influenced by the Proposed Development’*. This assessment is supported by the description of the Wey Valley (CCA 3f) as noted previously. The area is also not subject to any local landscape designations. The Waste Planning Authority agrees that the landscape directly to the north of the Site is not considered to be a valued landscape in the context of the [NPPF \(2021\)](#).
559. Representations received, including from CPRE, made reference to higher value landscapes referenced in the East Hampshire [Landscape Capacity Study](#) in the context of the [NPPF \(2021\)](#), including East Hampshire Wooded Downland Plateau (CCA 6a). The Study provides an assessment of the landscape capacity of the East Hampshire areas landscape, an understanding of where the landscape and visual impacts would be greatest and identifies areas which may have capacity to accommodate change. This report also considers the issue of landscape value. Table 3 of the report sets out the landscape value criteria. As the Site has the potential to impact the

setting of Area of Outstanding Natural Beauty, National Park and other nearby designations and heritage, it is considered to be of medium value, not the high value noted in responses received.

560. The applicant responded on CCA 6a, indicating that this area is located further north, and its tranquillity is not influenced by the A31 to the same degree as the Wey Valley noted previously. The applicant has indicated that the character description for CCA 6a highlights attributes that are not represented in the areas immediately to the north of the Site and which indicates a level of local distinctiveness that raises the value within parts of this character area. The HICA identifies in paragraphs 4.1-4.3 of the description of experiential and perceptual characteristics that: *'This is a landscape of visual contrasts and opposites of experience, with both a sense of prospect and of refuge. The more open, elevated areas have far reaching views over the downland to the west and north, and over the Weald and South Downs ridge to the east and south. In the more densely wooded parts and within the folds of the dry valleys there is a sense of containment uncharacteristic of most other downland locations in Hampshire* (emphasis added). The applicant acknowledges that the *'northern part of this LCA above Alton is particularly tranquil but the rest of the character area has generally moderate tranquillity. The high presence of woodland and the quality of extensive views over undeveloped landscapes heightens tranquillity overall'* (emphasis added). The applicant concludes that it is clear that there are more unique landscapes to the north of the Wey Valley CCA that may be considered a valued landscape in the context of the [NPPF \(2021\)](#) and the Waste Planning Authority agrees with this conclusion. However, as illustrated by the ZTV in **ES Figure 5.4b**, there would be limited visibility from these areas due to the topography and the increased density of woodland blocks screening the majority of views. As such, the proposed development is only considered to have a minimal impact on the character of this higher valued area.
561. The South Downs National Park Authority object to the proposal. It recognises that the applicant has made efforts to respond to its previous concerns about the lack of a full assessment of the impacts upon the setting of the National Park within the evidence underpinning the scheme. However, it still notes concerns relating to the negative impact upon the setting of the National Park in regard to visual harm caused to outward views across the Wey Valley towards the site, the proposed green wall on the building and the negative impact of lighting upon dark skies.
562. As already set out, the County Landscape Architect considers that the additional information provided under Regulation 25 demonstrates that the proposal does not exert an adverse impact on the landscape character of the South Downs National Park as a whole, although it does have localised impacts to the northern edge of the Park.

563. Other concerns received related to the development resulting in a significant change on the appearance and character of the local area and representing an overdevelopment / urbanisation of the countryside are acknowledged. The No Wey Incinerator Action Group also raised concerns that the assessment of landscape effects fails to take into account potential changes to the perceived or experiential landscape. They also noted that the assessment is not wholly consistent with GLVIA3.
564. Indigo Landscape Architects (ILA) was appointed by the Waste Planning Authority to undertake an independent review of the application from the landscape perspective. Within this review, ILA analysed the comments of consultees including the South Downs National Park, East Hampshire District Council, the County Landscape Architect and several objectors, including No Wey Incinerator Action Group, Parish Councils and CPRE. An initial review (October 2020) concluded that the approach to the assessment follows a sound methodology that is in accordance with GLVIA3, but that overall, the assessment of effects would benefit from further analysis of the baseline environment in order to be completely clear and transparent about the judgments made that have led to the levels and extent of landscape and visual effects predicted.
565. A Regulation 25 request (Reg 25 request 3) was made on 11 December 2020 relating to landscape matters. This was in relation to the publication of Indigo Landscape Architects Limited (ILA) independent review of both the landscape and visual effect related submissions, assessments within the submitted planning application and Environmental Statements (ES), and numerous responses by the relevant consultees and interested/affected third parties on this same matter. It was requested that the ES be updated relative to the omitted and inadequately assessed viewpoints using information on how the aims and objectives of the South Downs National Park View Characterisation Study have been taken into account, the inclusion of evidence and commentary in relation to determining what constitutes the setting of the National Park, and whether or not the proposed development contributes to its landscape setting. The **Landscape and Visual Effects: Response to Regulation 25 Request for Further Environmental Information Report** (December 2020) assessed additional visibility. The outcomes of this additional visual viewpoint work are set out in the section on [Visual impact](#). The assessment concludes that there would not be a significant impact on the National Park from the development. With the exception of South Hay House, all of the locations assessed are at the edge of the Park. Therefore, it was considered that any effects on the setting of the designated area would not extend into core areas of the South Downs National Park that contribute most to its special qualities including tranquillity.
566. A further request was made to update the ES in respect of landscape and visual effects upon the local landscape, relative to the inadequately assessed and additional viewpoint, and construction activities using the methodologies and analysis methods already employed. In addition to the Regulation 25 request 3 (December 2020), further areas of clarification were sought in

relation to landscape and visual effects, impact on the historic environment and landscape designations, the Construction Phase, Plume Visibility, Night-time Effects (Assessment). These elements were included in the **Landscape and Visual Effects Clarification Report (December 2020)**.

567. Further analysis of the landscape fabric in relation to cumulative effects was requested as part of Regulation 25 request 3 (December 2020). This is set out in **ES Vol 5. Appendix 10.1. The Landscape and Visual Effects Clarification Report** (December 2020) looked at the cumulative impact of the grid connection route and the route of the Esso Southampton to London Pipeline. It concluded that the direct effects of proposed development on the landscape fabric would not be significant as the vegetation along the A31 would be largely unaffected. In terms of the grid connection route, the report considered that there would be a limited impact on the vegetation along the A31 carriageway and therefore minimal change to the landscape fabric as a result of the grid connection works.
568. Additional information provided in response to Reg 25 request 1 (December 2020) on the proposed route of the grid connection shows a simple and direct connection in verges alongside the A31 and PRow to Mill Lane Sub-station. This for the most part appears to provide for minimum disturbance.
569. Section 2.3 of the LVIA Further Information Report (**Appendix 10.1 to ES Volume 5**) notes that cultural and historical aspects of the landscape are considered when determining the sensitivity in the landscape baseline. There are numerous instances within the detailed landscape character assessment (**Appendix 5.5 of the ES**) where the presence of heritage interests is recognised in respect of key characteristics and landscape value.
570. The LVIA concludes that there would be localised significant adverse effects upon landscape character. It concludes that the combination of vegetation cover and landform is such that the extent to which the proposed development would influence landscape character would be overall limited, and the underlying existing characteristics would remain dominant. The proposal does not exert an adverse impact on the landscape character of the South Downs National Park as a whole, although it does have localised impacts to the northern edge of the Park.
571. A final review of Environmental Statement was issued by Indigo Landscape Architects (May 2021). The conclusion of the independent assessment is considered in more detail in [Visual impact](#) section of the report. It concluded that whilst the LVIA is insufficient in certain areas, it is adequate for the Waste Planning Authority to use to inform the decision-making process. More information on the assessment undertaken under the LVIA is set out in [Visual impact](#).
572. The issue of impact on the landscape and countryside has a number of cross over topics, such as [Impacts on nearby Public Rights of Way](#), [Cultural and Archaeological Heritage](#), [Design and sustainability](#), [Visual impact](#), [Lighting](#),

[Ecology](#) and [Restoration](#). The outcomes are documented in the relevant sections of this commentary. Restoration conditions will be attached to any permission to ensure that the Site is restored in the event of its closure or on the ending of waste activities.

573. Concerns have been raised as part of the planning process about the proposals compliance with Policy 5: Protection of the countryside of the [HMWP \(2013\)](#) as well as Policy CP20 (Landscape) of the East Hampshire Local Plan – Joint Core Strategy (2014) on the basis that the new development does not reflect local distinctiveness and sense of place and is not appropriate and sympathetic to its setting in terms of its scale, height, massing and density, and its relationship to adjoining buildings, spaces and buildings and landscape features.
574. It is acknowledged that the proposed development will undoubtedly have an impact on the landscape. Whilst the Site is currently used for waste purposes which requires large buildings that are already visible from a number of vantage points, the proposed development will be of a larger scale and include stacks which will add vertical features to the landscape. Furthermore, paragraph 4.37 of the [HMWP \(2013\)](#) acknowledges that some waste uses, such as large-scale facilities requiring an open site, are difficult to accommodate in urban areas. In terms of compliance Policy 5 (Protection of the countryside) of the [HMWP \(2013\)](#), the proposal is considered to meet part (c) of the policy in that the development provides a suitable reuse of previously developed land. The policy also states that *'where appropriate and applicable, development in the countryside will be expected to meet highest standards of design, operation and restoration'*. The acceptability of the proposal in this context is covered by the [Design](#) and [Restoration](#) commentary of the report but essentially meets policy in these regards. The proposal is therefore considered to be in accordance with the provisions of Policy 5 (Protection of the countryside) of the [HMWP \(2013\)](#).
575. In terms of compliance with Policy CP20 (Landscape) of the East Hampshire Local Plan – Joint Core Strategy (2014) (EHL PJCS), the ability of the development to conserve and enhance the natural beauty, tranquillity, wildlife and cultural heritage of the South Downs National Park and its setting, promote the opportunities for the understanding and enjoyment of its special qualities, and be in accordance with the ambitions within the emerging South Downs Management Plan (part g) is of relevance. For the reasons outlined in [Potential impact on areas designated for landscape](#), the proposal is not considered to impact the purposes or special qualities of the Park, although it is acknowledged that there would be some visual impacts at some viewpoints. Part (h) also is of relevance as it seeks to protect and enhance local distinctiveness sense of place and tranquillity by applying the principles set out in the district's Landscape Character Assessments. Part (k) also relates to the proposal as it relates to incorporating appropriate new planting to enhance the landscape setting of the new development which uses local materials, native species and enhances biodiversity. The landscape directly to the north of the Site is not considered to be a valued landscape in the context

of the [NPPF \(2021\)](#). The proposed landscaping design including the living wall helps to mitigate the landscape impact of the proposal. The proposal is considered to partially meet parts of Policy CP20 (Landscape) of the EHL PJCS (2014) although it is acknowledged that the proposal does result in a visual impact as set out in [Visual impact](#). As already noted, emerging policies in the [East Hampshire Draft Local Plan \(2017-2036\)](#) can only be given limited weight in decision making.

Landscape design:

576. An illustrative **Landscape Design** is set out in **ES Volume 2, Figure 4.6**. The landscape proposals include retention of the existing tree cover around the perimeter of the site, planting of new native trees and hedges, new species-rich grassland, and new wet grassland and marginal planting within the proposed drainage pond. The constrained nature of the site, the size of the building works, and the proximity to the railway line on the eastern boundary, means planting options are limited.
577. The landscape planting choices for the native structure planting are considered to be acceptable in principle. The County Landscape Architect indicated that due to the countryside setting, they would recommend that native planting is used throughout, and therefore the proposals for ornamental low maintenance ground cover planting around the car park edges should be revised and substituted for a native woodland/hedgerow edge species planting mix.
578. Existing tree cover within the Site could not be replaced on a like for like basis, due to the reduced areas available.
579. A living wall is also proposed. More information on these aspects is set out in the section of the commentary relating to [Arboriculture](#) and [Design and sustainability](#).
580. Offsite mitigation planting, to reduce the impact of the development proposals from key views, is not proposed.
581. Compliance with Policy 13 (Highway quality design of minerals and waste developments) is addressed in the [Design](#) section of this commentary.
582. The landscape design proposed is considered to be acceptable. Conditions are included in Appendix A relating landscape proposals and the living wall. The requirement for a long-term management and establishment plan is included in the proposed section 106 agreement.

Proposed mitigation:

583. The **LVIA** identifies measures to mitigate the impact of the development against potentially adverse landscape and visual effects. The applicant has incorporated the following series of measures into the design of the proposed

development and the drawing up of the construction and operational procedures:

- Reduction of the maximum height of the facility building from 50m to 40m;
- Reduction of the stack heights from 90m to 80m;
- The form of the main building has been designed to respond to the landform and land cover of the surrounding area;
- The inclusion of a living wall on the northern and southern facades of the facility building;
- The development of an external lighting system in accordance with best practice measures, which would minimise the generation of obtrusive light/ light spillage; and
- The implementation of a project-specific Construction Environmental Management Plan (CEMP), which would govern construction activities, and would include measures to protect retained vegetation and control construction lighting.

584. The design of the proposed living walls also helps to address the ground level landscape and visual impacts.

585. It is acknowledged that the development proposals rely on existing vegetation that is to be found outside the Site boundary to mitigate against the landscape and visual impacts, as there is no room within the Site to carry out planting of the size and extent required. The applicant asserts that the proposal would have a limited influence with the contribution of vegetation cover and the existing landform. The applicant has no control over this vegetation and the mitigation it provides currently could be compromised at some future point. These concerns are also acknowledged. To address these concerns, a long-term landscape management plan is proposed as part of the proposed section 106 agreement.

Conclusion on the impact on the countryside and landscape:

586. The LVIA concludes that there would be localised significant adverse effects upon landscape character, it concludes that the combination of vegetation cover and landform is such that the extent to which the proposed development would influence landscape character would be overall limited and the underlying existing characteristics would remain dominant. The proposal does not exert an adverse impact on the landscape character of the South Downs National Park as a whole, although it does have localised impacts to the northern edge of the Park.

587. The independent assessment undertaken by Indigo concluded that, whilst the LVIA is insufficient in certain areas, it is adequate for the Waste Planning Authority to use to inform the decision-making process.

588. The proposal is considered to be in accordance with the provisions of Policy 5 (Protection of the countryside) of the [HMWP \(2013\)](#). The proposal is considered to partially meet parts of Policy CP20 (Landscape) of the East

Hampshire Local Plan – Joint Core Strategy (2014) although is acknowledged that the proposal does result in a visual impact as set out in [Visual impact](#) section of this commentary. Proposed mitigation measures are included in the proposal to address landscape impacts. Conditions relating to landscaping, planting, building materials and the requirement for a Construction Environmental Management Plan are included in **Appendix A** to help mitigate the development from a landscape perspective, alongside other conditions relating to design and visual impact.

Visual impact

589. Linked and interrelated to the potential landscape impacts, is that of visual impact. ERF buildings are very large structures and cannot be easily concealed.
590. Government guidance contained within the overarching [National Policy Statement for Energy](#) (NPS (EN-1)) is relevant insofar that it acknowledges that: *'all proposed energy infrastructure is likely to have visual effects for many receptors around proposed sites. It is clear that the Infrastructure Planning Commission will have to judge whether the visual effects on sensitive receptors, such as local residents, and other receptors, such as visitors to the local area, outweigh the benefits of the project.'* The same can be said of this proposal.
591. Paragraph 130 of the [NPPF \(2021\)](#) requires that planning decisions ensure that developments *'will function well and add to the overall quality of the area; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and are sympathetic to local character and history, including the surrounding built environment and landscape setting'*.
592. Part (d) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that: *Minerals and waste development should not have an unacceptable visual impact.* Policy 13 (High quality design of minerals and waste developments) is also of relevance to this proposal.
593. Paragraph 6.204 of the [HMWP \(2013\)](#) clearly states that *'energy from waste facilities require built facilities and in some cases a stack (i.e. chimney). Sites must be carefully selected and sensitively designed to avoid visual and other amenity and environmental impacts and to provide renewable energy to serve the surrounding area.'*
594. In terms of occupation, the existing building is very much of an industrial nature with cream and pastel green cladding, running the length of the Site. The building is partly screened but can readily be seen in views from the north looking south.
595. The application Site sits within a shallow valley, albeit the valley sides to the east and west are relatively gentle. Despite this, views of the Site from the east and west and certainly along the north/south A31 are readily apparent.

The location of the facility on the valley floor reduces visibility of the proposal to some extent as the valley slopes from north to south. This is illustrated in the **ES ZTV diagrams**. The applicant asserts that the visibility of the Site, based on the assessment undertaken, will be in the immediate vicinity of the Site.

596. **ES Volume 1, Chapter 5** sets out the visual effects of the proposal in the **Landscape Visual Impact Assessment (LVIA)** including on residents, the National Park and rights of way. Impacts on the rights of way is covered in the section on [Impacts on nearby Public Rights of Way](#).
597. The **LVIA** assessed the impact of the development on key viewpoints (see **Appendix H**) surrounding the Site – particularly those viewpoints within the South Downs National Park. The **LVIA** initially assessed the impact of the development on 21 viewpoints (see **Appendix H**). The initial viewpoints assessed were agreed with the Councils County Landscape Architect at the Scoping stage. The viewpoints are set out in **ES, Volume 2, figures 5.1, 5.2, 5.5 (a-c)** and **5.6 a-u**. Views from nearby residential properties are also assessed as well as viewpoints from Alton, Holybourne and other nearby viewpoints.
598. **Zone of Theoretical Visibility (ZTV)** mapping was used to identify the extent of the visibility of the proposed development. The ZTV reflected the theoretical visibility of the proposed stacks at a height of 80m above the development platform, and the proposed boiler house roof at a height of 40m above the development platform. The assessment concluded that the visibility of the proposed development would be relatively localised, with clear views only being available over a relatively small area of 1km to 1.5km beyond which visibility would become more fragmented due to the screening provided by intervening features. It also stated that visibility would be less extensive from the floor of the Wey valley to the north-east and west due to the presence of screening features.
599. The **LVIA** concluded that that the proposal would have a significant visual effect on seven of these viewpoints located at: Hawbridge Farm (viewpoint 5); public footpath, Wyck (viewpoint 6); Froyle Park, Upper Froyle (viewpoint 9); public footpath, north of Malms House (viewpoint 10); St Swithun’s Way, west of Upper Froyle (viewpoint 14); St Swithun’s Way (viewpoint 18); and Round Wood (viewpoint 24).The LVIA considers that at viewpoints 5, 14 and 24 the effect is considered to be a major adverse effect, and at viewpoints 6, 9, 10 and 18 the effect is considered to be moderate to major. **ES Vol 3 Appendix 5.6** provides a summary of the assessment work undertaken. Table 15 highlights the conclusions of the assessment work.

Table 15 – Findings of the LVIA by viewpoint

Viewpoints	Conclusion of the impacts
1 - Binsted Recreational Ground	Adverse effect
2 - Footpath North East of Binsted	Adverse effect
3a - St Swithun’s Way nr Jenkyn Place	No effect

3b - St Swithun's Way nr Pax Hill	No effect
4 - Froyle Mill Bridge	Adverse effect
5 - Hawbridge Farm	Significant visual effect - major adverse effect
6 - Wyck – view footpath	Significant visual effect - major adverse effect
7 - Brockham Hill Lane	Adverse effect
8 - Junction of New Lane & St Swithun's Way	Neutral
9 - Froyle Park, Upper Froyle	Significant visual effect – moderate to major adverse effect
10 - Public footpath, north of Malms House	Significant visual effect – moderate to major adverse effect
11 - Hangers Way, East Worldham	Adverse effect
12 - Footpath, St Mary's Ch, Newton Valance	Neutral
13 - St Swithun's Way, west of Bonham's Farmhouse	Neutral
14 - St Swithun's Way, west of Upper Froyle	Significant visual effect - major adverse effect
16 - Bus Stop, A31 (Cuckoo's Corner)	Neutral
17 - A31, near Hen & Chicken PH	Neutral
18 - Viewpoint 18 – Public footpath, off Clay Lane	Significant visual effect – moderate to major adverse effect
19 - Public footpath off Howard's Lane	Neutral
21 - Public footpath, eastern edge of Alton	Adverse effect
24 - St Swithun's Way, Round Wood	Significant visual effect - major adverse effect

600. The proposal does not lie in an area identified as being visually sensitive in relation to the National Park's setting in the **View Characterisation and Analysis (VCA) Study**. However, the assessment does acknowledge that the development would affect the Park's setting from some areas to the north of the Site, which are identified in the VCA Study. These effects would not be widespread and would be limited to a few short sections of public footpaths and lanes to the north of the A31, where tranquillity is adversely affected by road traffic noise. On this basis it is considered that the proposal conserves the natural beauty, tranquillity, wildlife and cultural heritage of the South Downs National Park and its setting when considered in its entirety. The ERF would not adversely affect any opportunities to understand and enjoy the special qualities of the South Downs National Park by the public. Accordingly, there would be no material effect on the statutory purposes of the designation.
601. A number of concerns were raised as part of the planning process in relation to visual impacts. These include the fact that the visual impact of the proposal will not be limited to residents living in a 1km radius, as properties beyond this

have already a clear view of the current MRF. These concerns are acknowledged. In terms of impacts on residential visual amenity, the approach to its assessment is set out in paragraphs 10.1.3 to 10.1.7 of the **Landscape and Visual Effects Clarification Report** (December 2020). The focus of the assessment was properties within 1km of the Site and this is reported in Paragraphs 5.5.56 to 5.5.62 of the **ES (Volume 5)**. Beyond this distance overbearing impacts on residential amenity are unlikely to occur. The proximity to the development is therefore key to the potential visual impact.

602. The applicant sets out in the application that the proposed facility is not within an area that will be highly visible from the key viewpoints in the South Downs National Park. This is confirmed in sections 5.4.32 to 5.4.36 of the **ES (Volume 5)**. The **Regulation 25 submissions** recognises that the area to the north of the site is within the setting of the National Park (based on [South Downs National Park View Characterisation Analysis Study](#)) and as such the setting of park would be affected by the proposal to a limited degree by virtue of its vertical scale interrupting some views of the National Park from this area. This area is illustrated by **Regulation 25, Appendix 10.1, Figure K**. Paragraph 2.4.7 of the Regulation 25 submission concludes that: *'these impacts would not be widespread and would be limited to a few short sections of public footpaths and lanes to the north of the Site. In the context of the South Downs National Park as a whole these impacts would not be significant in terms of the overall setting of the designated area'*.
603. The **Environmental Statement – LVIA Additional Environmental Information (December 2020)** reassessed existing viewpoints, including viewpoints 8, 11, 13, and 17. The updated Assessment concludes that locations along the very western edge of Upper Froyle result in a significant effect where views are not screened/filtered by intervening vegetation (viewpoint 9). The updated viewpoint assessments identifies that there would only be appreciable changes to the visibility of the proposal from viewpoints 13 during winter months. This location is predicted to experience a change to the view in winter that would result in an increase in magnitude of change compared to the previously provided assessments. This increase in the magnitude of change would result in significant visual effects for a temporary period over the winter months for viewpoints 13. Significant visual effects would also be experienced at St Swithun's Way (Froyle: 15) as it crosses the open field to the north of the Site and A31 (viewpoints 24 & 14).
604. The **Environmental Statement – LVIA Additional Environmental Information (December 2020)** also assessed additional visibility from the South Downs National Park, namely Alice Holt Forest; Binstead to River Hill Farm; River Hill Farm to Stubbs Farm; East Worldham and West Worldham; Public Rights of Way between West Worldham and Wick Hill Hanger (including Writers Way); Noar Hill/High Common (Including Hangers Way); Selbourne Common/Hill; Public Right of Way between Northfield Hill and Upper Farringdon (including Writers Way); Upper Farringdon and Four Marks (including Writers Way and St Swithun's Way; and St Swithuns Way west of Chawton (see **Appendix H**). The applicant assessed a further 12 viewpoints,

9 of which were located in the South Downs National Park. Some of the existing viewpoints outside of the National Park were also revisited, including some information and further assessment on winter views. **ES Vol 3 Appendix 10.1 Landscape and Visual Effects (Dec 2020)** list all sites revisited/visited. The assessment concludes that there would not be a significant impact on the National Park from the development. With the exception of South Hay House all of the locations assessed are at the edge of the Park, therefore it was considered that any effects on the setting of the designated area would not extend into core areas of the South Downs National Park that contribute most to its special qualities including tranquillity. The findings are outlined in Table 16.

Table 16 – Findings of the additional LVIA assessment by viewpoint

Viewpoints	Conclusion of the impacts
25 – Showcroft Lane	Significant visual effects
26 – Neatham Down	Significant visual effects
SDNP Viewpoint 1 - Footpath south of Hay House	Significant visual effects
SDNP Viewpoint 2a - Footpath south of Hay Farm	Views limited due to screening, negligible from most accessible locations.
SDNP Viewpoint 2b - Footpath south of Hay Farm	Views limited due to screening, negligible from most accessible locations.
SDNP Viewpoint 3 - Footpath near Manor Farm	Views limited due to screening, negligible from most accessible locations.
SDNP Viewpoint 4 - Footpath east of West Worldham	Limited views. No significant visual effects
SDNP Viewpoint 5 – Writers Way, West Worldham	No visibility/effects
SDNP Viewpoint 6 – Noar Hill	No views due to vegetation screening
SDNP Viewpoint 7 – Selbourne	Limited views. No significant visual effects

605. Of the eight additional viewpoints (SDNP 1, 2a, 2b-7) taken in the National Park, approximately five demonstrate views where the stacks can be seen but they are at a significant distance and take up a very minor proportion of the view. The **LVIA** concludes that the effects on the setting of the South Downs National Park from publicly accessible locations within the National Park would be extremely limited. The assessment work undertaken concludes that the proposal would only result in significant visual effects on the setting of views from the National Park at isolated locations along Wyck Lane between East Worldham and Wyck; isolated locations along footpath Binsted 21 north of Wyck, a short section of Binsted Road between Malms House and West Court, a short section of Isington Road along the National Park boundary and an isolated location near South Hay House. The proposal would not be an

omnipresent component of the National Park's setting and as such wider effects on the National Park's setting would not occur. The hills to the north of the Site form part of the National Park's landscape and visual setting. However, **Figure K** illustrates that there are very few publicly accessible locations where the DSM ZTV overlaps these areas. As such, publicly perceived effects on the setting of the National Park from these areas would be limited to short sections of St Swithun's Way and Froyle 27 immediately to the north of the Site, the western edge of Upper Froyle, viewpoint 26, viewpoint 7 (but not Brockham Hill Lane), viewpoint 21 and a short section of Alton 32 to the south of What Vere Lane. Given this limited geographical influence it is not considered that the proposal would have significant effects of the setting of the South Downs National Park as a whole.

606. The additional detailed (DSM ZTVs) assessment undertaken helps to confirm that the visual impact of the development on Registered Parks and Gardens in the surrounding East Hampshire landscape is low.
607. Further assessment work set out in sections 5.4.32 to 5.4.36 of the **ES (Volume 5)** within the **Regulation 25 submission LVIA Additional Environmental Information (December 2020)** recognises that the area to the north of the site is within the setting of the National Park (based on [South Downs National Park View Characterisation Analysis Study](#)) and as such the setting of park would be affected by the proposal to a limited degree by virtue of its vertical scale interrupting some views of the National Park from this area. This area is illustrated by **Regulation 25, Appendix 10.1, Figure K**. Paragraph 2.4.7 of the Regulation 25 submission concludes that: *'these impacts would not be widespread and would be limited to a few short sections of public footpaths and lanes to the north of the Site. In the context of the South Downs National Park as a whole these impacts would not be significant in terms of the overall setting of the designated area'*.
608. A range of views showing the emissions from the stacks were prepared, and these demonstrate that emissions will be seen against the sky. The County Landscape Architect considers that these emissions will draw a viewer's eye to the proposed development and therefore increase perception of the proposed development and its visual impact.
609. A number of concerns were raised as part of the planning process in relation to visual impacts. These include the fact that the visual impact of the proposal will not be limited to residents living in a 1km radius, as properties beyond this have already a clear view of the current MRF. These concerns are acknowledged. In terms of impacts on residential visual amenity, the approach to its assessment is set out in paragraphs 10.1.3 to 10.1.7 of the **Landscape and Visual Effects Clarification Report** (December 2020). The focus of the assessment was properties within 1km of the Site and this is reported in Paragraphs 5.5.56 to 5.5.62 of the ES. Beyond this distance overbearing impacts on residential amenity are unlikely to occur. The proximity to the development is therefore key to the potential visual impact and whether the proposal is viewed from ground level or not.

610. The ES concluded that the presence of the proposal would not result in significant adverse effects upon the views from areas within the South Downs National Park. It notes the presence of other features within the landscape, such as pylons and the existing MRF / WTS which are already a feature of the landscape both inside and outside of the National Park. The ES concludes the proposal would not appreciably affect the tranquil areas located within the South Downs National Park, and that none of the special qualities of the Park would be materially affected. This is set out in more detail in chapter 5 of the **LVIA**. It is considered that the additional information demonstrates that the proposal does not exert an adverse impact on the landscape character of the South Downs National Park as a whole, although it does have localised impacts to the northern edge of the Park. **As part of the submission of the Environmental Statement – LVIA Additional Environmental Information (December 2020)**, the applicant assessed a further 12 viewpoints, nine of which are located in the South Downs National Park.
611. The **LVIA** considers the potential visual effects of the construction period which would range in intensity and nature. Construction visual impacts are set out in paragraphs 5.5.3-5.5.12 of the **LVIA**. Cranes will be used as part of the construction process and are likely to be on site for 18 months of the 36-month proposed build period. This is based on knowledge of other similar developments. Stack construction would use a crawler crane. The construction hours proposed would govern the types of activities that may take place. Different activities would take place at different times throughout the construction period, meaning effects would vary over time. The assessment of visual impacts demonstrates that from the majority of viewpoints that low level construction activity would not be widely visible. This would include the construction compound, groundworks and the construction of the lower part of the building. Significant visual impacts are identified in eight viewpoints considered within the LVIA and largely relate to the 18 months when the crane would be needed on Site. Whilst the construction activities are temporary in nature – despite their proposed 36-month duration - the Visual Impact Assessment reflects this.
612. The **LVIA** acknowledges that the proposal would locally be prominent, and its presence would give rise to some significant adverse effects as set out in paragraph 5.8.5 of the LVIA, in particular from St Swithun's Way, identified properties, from the north of the A31 and from stretches of minor roads and rights of way to the south of the site.
613. The **LVIA** originally submitted concluded that significant landscape and visual effects would occur up to 1.5km from the Site, with some significant visual effects extending beyond this distance at some isolated elevated viewpoints beyond this distance. The original assessment in the ES, along with the further information provided, demonstrates that the impact of the proposed facility would be visible from a very small area along the boundary of the National Park. The application establishes that the development would be

visible from a very few publicly accessible viewpoints with visibility restricted in most locations by intervening topography and vegetation, even in winter.

614. The County Council's Landscape Architect raised concerns about the scale, size, appearance and massing of the proposal and the long-term permanent landscape and visual impacts. Concerns were raised that the site is considered to have limited capacity to absorb a development of the scale currently proposed. It was also noted that the LVIA prepared by the applicant does not find any beneficial visual effects of this development.
615. The No Wey Incinerator Action Group also raised concerns about the potential of the emissions plume to draw attention to the presence of the ERF from the surrounding area, thereby increasing the influence of the new structures upon the views available, particularly when atmospheric conditions would reveal the 'worst-case' plume visibility. Concerns are also acknowledged in relation to the perception of overdevelopment and urbanisation of the countryside. It is important to note that, as already demonstrated, there is an existing waste management use at the site. The differences in scale and massing with the existing facility are already noted. It is important that it is acknowledged that the industrial form of the existing site is part of the landscape in which it sits.
616. The footprint of the proposed facility is greater than the existing MRF / WTS. The development would also result in the loss of some vegetation. Semi mature trees on the northern perimeter of the Site would be maintained, adjacent to the A31 slip road. New landscaping is also proposed as set out in the section in [Impact on the countryside and landscape](#) and [Design and sustainability](#).
617. In relation to the construction phase, it is acknowledged that there will be significant effects during construction at the same viewpoints that would experience long term visual effects as a result of the proposed development. The report assessed the impact on nine residential properties within 1km of the proposed development, on the basis that there would be unlikely to be any overbearing visual impacts on residential amenity beyond this distance. The views of the proposed development from the nine properties identified were considered not to result in an unavoidable or overwhelming presence which would affect the overall amenity of residents.
618. In addition, further information on the fragmented intervisibility across settlements such as Holybourne and Alton was also requested as part of Reg 25 request 3 (December 2020). This was to supplement the analysis already undertaken to allow a better understanding of the visual effects on the residents in individual properties and the settlement as a whole. The Clarification Report (December 2020) states that, whilst the fragmented visibility of the proposed development is illustrated on the Digital Terrain Model Zones of Theoretical Visibility in surrounding settlements and conservation areas, this relates to visibility for the tops of trees and rooflines rather than ground level views. As such, the report concludes that the

proposed development would not result in significant ground level views from within settlements that could influence the character of a settlement/conservation area.

619. The South Downs National Park Authority confirm that the further information that was submitted recognised the need to consider the National Park's purposes and attempted to assess the scheme in this context. Whilst the Park Authority does not wholly support the conclusions that the scheme's visual impact from public vantage points within the National Park isn't harmful, it accepts that it does address the previous concerns raised. The National Park Authority note that visual harm would occur in a number of specific and sensitive views within the National Park where the Site and the surrounding landscape of the National Park and the Wey Valley can be appreciated but that it would be unlikely be a widespread significant visual impact specifically in regard to the setting of the National Park and views. The National Park Authority note that the proposed living wall is a positive design feature, however it is unlikely to satisfactorily and wholly mitigate the visual harm given the scale and form of the building. More information on the living wall is included in the [Design and sustainability](#) section of this commentary.
620. The potential impact on the rural character of the development is also an important consideration, and one which was raised as part of the consultation process. The loss of leaf cover, which will have a significant impact on winter views of the Site, was raised as an area of concern. An assessment of winter views was included in the information submitted in response to Regulation 25 and is set out in within the **Environmental Statement – LVIA Additional Environmental Information (December 2020)**.
621. A number of representations received noted that a number of ERF plants around the country have been refused permission on a number of factors, including landscape and visual impacts. This included proposals at Hoddlesdone, Harworth, North Horsham and Waterbeach. These are acknowledged. However, it is important to note that the determination of other ERF proposals is not relevant to this decision. Each proposal has to be considered on its own merits.
622. East Hampshire District Council note that the impact of the main building at three times the height of the existing structure would be substantial. The two 80m tall emissions stacks would draw the eye from some distance away and advertise the sheer scale of the proposed development they would serve. Chimney height has also been raised by a number of representations. The height of the stack is governed by the required management of emissions for human health purposes to ensure emissions are at imperceptible levels. The height of stacks at other facilities is therefore not relevant to this proposal.
623. South Downs National Park Authority object to the proposal. It recognises that the applicant has made efforts to respond to previous concerns about the lack of a full assessment of the impacts upon the setting of the National Park, within the evidence underpinning the scheme. However, it still notes concerns

relating to the negative impact upon the setting of the National Park in regard to visual harm caused to outward views across the Wey Valley towards the site, the proposed green wall on the building and the negative impact of lighting upon dark skies.

624. Other consultees also noted that the proposal will have negative impacts on visual effects due to the scale, size, appearance and massing of the proposal and the long-term permanent landscape and visual impacts.
625. As already set out in the [Impact on the countryside and landscape](#) section, concerns were raised that the development relies substantially on the existing vegetation that is to be found outside the Site boundary to sufficiently mitigate against the visual impacts are acknowledged.
626. The review of the landscape impacts of the proposed development undertaken by Indigo Landscape Architects also relates to visual impacts. The Indigo independent landscape assessment concluded that the development would be incongruous with the small-scale characteristics of the Wey Valley in which it sits. A final review of Environmental Statement was issued by Indigo Landscape Architects (May 2021). This, in summary, concluded that:
- The Assessment provides a highly detailed analysis of the Landscape and visual effects of the proposal;
 - The Assessment's Methodology is clearly set out; however, there are some inconsistencies with its application within the Assessment;
 - Terminology used within the Assessment and Methodology can downplay or distort the levels of effects identified;
 - Certain receptors are under-represented in the analysis of potential Landscape and Visual effects;
 - The Assessment's analysis of relevant published county, district and local character area appraisals appears limited and inconsistent. It does not take account of important and relevant observations in relation to susceptibility, sensitivity and capacity;
 - The Assessment gives insufficient weight to relevant capacity studies;
 - In the context of the South Downs National Park and its setting, the Assessment gives insufficient weight to visual effects identified in the area to the south of the Site, on the boundary of the South Downs National Park and in the area comprising views from St. Swithun's Way;
 - The Assessment's analysis of the value of land to the North of the Wey Valley is underplayed, as the area demonstrates attributes that raise its value above medium;
 - There is insufficient crossover with heritage and ecology. The baseline does not fully take account of historic landscape characteristics when describing the effects on landscape character and the setting of the South Downs National Park;
 - The frequency of the plume emissions is not clear;

- Whilst many of the visualisations are fit for purpose, some are not clear and/or too dark due to poor weather conditions; and
- In the context of the South Downs National Park and setting, the Assessment is limited in its analysis of the appreciation and perceptual experience of the character of the landscape by people travelling to and from the South Downs National Park.

627. Indigo Landscape Architect's (ILA) conclude that, whilst the LVIA is insufficient in certain areas, it is adequate for the Waste Planning Authority to use to inform the decision-making process. Whilst the Review identifies areas that would benefit from further consideration and analysis, this does not alter the conclusions reached. Following receipt of the additional information submitted in relation to the Regulation 25 requests, ILA concluded that the development would be incongruous when compared with and assessed against the small-scale characteristics of the Wey Valley in which it would sit. It was also considered that the proposed mitigation fails to mitigate the predicted landscape and visual effects.

628. The applicant provided a response to the Indigo Review in August 2021, in the response to the Waste Planning Authority's request for clarification. In summary:

- The Regulation 25 submission and clarification documents clearly set out that the published landscape character appraisals and capacity study were used to complete Appendix 5.5, paragraph LVIA sets out that *'it is essential to decide at the outset what scale of character assessment information is needed to provide a basis for the LVIA'*;
- It was agreed with Hampshire County Council at the outset of the assessment (scoping) that the basis for the landscape assessment would be the County Council Integrated Character Assessment (HCCICA). The HCCICA has been used and supplemented with the district assessment and capacity study. The district level assessment and the capacity study added to the understanding of the key characteristics of the County Character Areas and assessments of the: scale; pattern/complexity; development/human influence; connections with adjacent areas and visual interruption presented in Appendix 5.5;
- The likelihood of significant visual effects beyond 2km is extremely limited and would not be representative of the general experience of people in the wider landscape beyond this distance; and
- All of the additional assessments requested by Indigo on behalf of the Council were provided, and this demonstrated the limited number of locations from which there were longer distance views. To assert that there would be widespread significant visual effects beyond 2km would be overstate the impacts of the development based on the ZTVs, site visits and photographic evidence provided.

629. The applicant has indicated that the perceived lack of detailed analysis of each district character area or local area in the capacity study in isolation does not render the LVIA insufficient or inadequate in terms of EIA requirements. This is acknowledged by the Waste Planning Authority and Indigo Landscape Architects.
630. Part (d) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) clearly states that minerals and waste development should not have an unacceptable visual impact. Based on the evidence before the Waste Planning Authority, it is concluded that the proposal would have a negative adverse visual impact and therefore is not considered to be in accordance with Policy 10.

Proposed mitigation measures:

631. To mitigate the impact of the development against potentially adverse landscape and visual effects, the applicant has incorporated the following series of measures into the design of the proposed development and the drawing up of the construction and operational procedures. These are set out in the [Impact on the countryside and landscape](#) section of this report and include: height reduction of the building from 50m to 40m; reduction of the stack heights from 90m to 80m; the design of the building; the installation of a living wall; external lighting systems; and a project-specific Construction Environmental Management Plan (CEMP).
632. Lighting has an impact on the visibility of the Site, as the Site would be operational on a 24-hour basis. This means that there will be a need for lighting to ensure a safe working environment during darkness hours. Information on the proposed impact of night-time lighting is described in the **ES Volume 3 Appendix 4.2 Lighting Assessment** and it appears that the proposed development is compliant with the Institute of Lighting Professionals, 2011 Guidance Notes for the Reduction of Obtrusive Light for National Park receptors. Specifically, the level of 'sky-glow' is compliant with the criterion as set out for ILP Environmental Zone E1, to protect 'dark night skies'. The County Landscape Architect notes that all lighting is directed downwards from approximately the lower third of the building and illuminates hard standing areas. The **ES Volume 5 10.1** also states that "*lighting of the ERF would be less intensive than for the existing MRF, due to the use of more modern and better designed lighting, infrared CCTV cameras and night-mode operation*". As such there would be visual benefits at all viewpoints within the South Downs National Park at night as, existing lighting levels at the site would be reduced as a result of the proposal. The overlap between visual impact and [Design and sustainability](#) and lighting is acknowledged.

Conclusions on visual impact:

633. The proposed facility would be, without a doubt, larger than any other existing built development in the landscape. The roof would break the skyline in some views close to the Site and the proposed stack would introduce a new vertical

feature into the landscape. Based on the evidence before the Waste Planning Authority, it is concluded that the proposal would have a negative adverse visual impact and is not considered to be in conformity with the part (d) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) due to the fact that it is likely to have an adverse visual impact within the locality of the Site and, despite the mitigation measures, is unlikely to enhance the distinctive character of the landscape. However, the recognised adverse impacts on the landscape character area would not in itself, and in isolation, amount to a sustainable reason for refusing planning permission, particularly when considered alongside wider needs and benefits.

634. In the overall planning balance, the visual impact of the development must be considered as a negative effect to which moderate weight should be given, but overarching [National Policy Statement for Energy](#) (NPS (EN-1)) acknowledges that it is almost impossible to carry out a large infrastructure development such as the ERF without some level of visual impact, and acknowledges that it is appropriate for the planning decision to balance any level of visual harm against the benefits of the project in the wider planning decision, which this report does within the conclusions section of this report. The mitigation measures proposed, alongside the proposed conditions relating to fencing, visual impact, materials and lighting are included in **Appendix A** to help mitigate the development will help to impact the visual impact of the development.
635. There is an acknowledged overlap between the issue of visual design and other factors such as [Impact on the countryside and landscape](#), [Design and sustainability](#) and [Cultural and Archaeological Heritage](#).

Impacts on nearby Public Rights of Way

636. **ES Volume 1, Chapter 5** sets out the visual effects of the proposal in the LVIA including on rights of way. The proposed development would have no direct impacts on public rights of way as none cross the Site. There are no public rights of way (PRoW) located in the Site.
637. However, the submitted **LVIA (Chapter 5.0 of the ES)** specifically considers visual impacts on rights of way in the surrounding area. These included Froyle Footpath 15, which makes up part of the 'St Swithuns Way' long distance route located approximately 800m to the north-west of the development Site. Binstead Footpath 57 is located the south-east, running between Binstead Road and Mill Court Lane which links to the Writers Way (wet weather route) (**see Appendix E**).
638. Views from local roads have been assessed along with Public Rights of Way (PRoW) and where significant effects are predicted this is clearly stated. This is documented in the **LVIA** (Chapter 5.0 of the ES) which specifically considers visual impacts on rights of way in the surrounding area.

639. Additional assessment work undertaken as part of Regulation 25 request 3 is documented in **Environmental Statement – LVIA Additional Environmental Information (December 2020)**. This looked specifically at potential visual effects from rights of way and concluded visual effects would be experienced by receptors at the following locations:
- c.500m of Public Right of Way (PRoW) Froyle: 27 immediately to the north of St Swithun's Way, where views are available over a clipped hedgerow towards the site;
 - short sections of PRoW Alton: 35 where vegetation around Bonham's Farm doesn't screen/filter views;
 - a short elevated and open section of PRoW Alton: 32 which has open views towards the site;
 - c.300m of PRoW Froyle:16 as it rises to meet Bamber Lane south of Lower Froyle;
 - c.350m of PRoW Binsted:8 to the east of Mill Court, where not screened by vegetation in the middle and far distance;
 - PRoW Binsted: 57 immediately to the south of the site
 - isolated locations along PRoW Binsted:21 south of viewpoint 10, at field gates and through gaps in the high hedgerow that runs along the South Downs National Park boundary;
 - PRoW Binsted:21 north of viewpoint 10;
 - c. 850m of PRoW Binsted:4 from Clay Lane to Neatham;
 - c. 900m of PRoW Binsted:4 from Clay Lane to Wyck (See viewpoint 6);
 - isolated location along PRoW on Neatham Down (see new viewpoint 26).
640. It also concludes that there would be limited visibility of the proposal from footpaths between Binsted and River Hill Farm, and as such the potential for significant visual effects and impacts on the setting of the South Downs National Park is limited. In this area the setting of the National Park primarily comprises intervisibility with the landscape to the north, rather than in the direction of the Site.
641. The County Landscape Architect highlighted that in a landscape setting that has a significant and well-connected PRoW network, this impact will be felt strongly by users of the PRoW. Hampshire's County Council's Rights of Way officer raises no objection to the proposal based on the additional information provided on visual impacts from rights of way, as submitted under Regulation 25.

Conclusions on impacts on the rights of way:

642. On the basis of the information before the Waste Planning Authority, it is considered that the proposal would not result in any significant impacts to the rights of way network.

Design and sustainability

643. The [Planning Act 2008](#) places great importance on good design and sustainability. Paragraph 126 of the [NPPF \(2021\)](#) confirms that good design is a key aspect of sustainable development and helps create better places in which to live and work to make development acceptable to communities. Paragraph 130 of the [NPPF \(2021\)](#) requires that planning decisions ensure that developments '*will function well and add to the overall quality of the area; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and are sympathetic to local character and history, including the surrounding built environment and landscape setting*'. Paragraph 134 of the [NPPF \(2021\)](#) also advises that permission should be refused for development that is not well designed.
644. Principles of good design for energy proposals are also set out [National Policy Statement for Energy](#) (NPS (EN-1)), although it is acknowledged that these specifically relate to proposals over 50 MW.
645. Design principles are built on through Policy 13 (High-quality design of minerals and waste development) of the [HMWP \(2013\)](#) which requires that waste development should not cause an unacceptable adverse visual impact and should maintain and enhance the distinctive character of the landscape as well as Policy 10 (Protecting public health, safety and amenity) which protects residents from significant adverse visual impact.
646. Policy CP29 (Design) of the East Hampshire Local Plan – Joint Core Strategy (2014) also sets out criteria for all new development including: exemplary standards of design and architecture with a high quality external appearance that respect the area's particular characteristics; taking into account of the setting and context of the South Downs National Park; reflecting national policies in respect of design; ensuring the layout and design of development contributes to local distinctiveness and sense of place, and is appropriate and sympathetic to its setting in terms of its scale, height, massing and density and its relationship to adjoining landscape features; and ensuring that development makes a positive contribution to the overall appearance of the area by the use of good quality materials of appropriate scale, profile, finish, colour and proven weathering ability. Emerging Policies DM28: Resource efficient design and S27: Design and local character of the [East Hampshire Draft Local Plan \(2017-2036\)](#) have not been publicly examined so can only be given limited weight in decision making.
647. The visual appearance of a building is considered to be the most important factor in good design. The functionality of the proposal including the intended purpose and sustainability is also of importance. Visual impact has already been covered in the [Visual impact](#) section of this commentary.
648. The proposed facility has been designed by Fletcher-Rae Architects, who have specific experience in the design of waste management facilities. The application is supported by a **Design Evolution Document** which explains

the key design decisions that have been made during the preparation of the planning application. It is clear that great amount of consideration has been put towards visually reducing the impact of the building bulk. The County Landscape Architect notes that the proposal is an interesting, innovative, and striking building.

649. The applicant has stated that the core design philosophy from the outset was to create a building which reflected the defining characteristics of the area, blending it into the landscape. The applicant has indicated that the approach has been one of looking for a specific identity that celebrates the built environment in a way that works successfully, geometrically and geographically, with the surrounding environment. Various design options were explored as part of the design process and the findings of these are set out in the **Design Evolution Document** which includes commentary on why the final design was chosen. The design has also taken into account factors such as visual and landscape impacts, lighting, impacts on the historic environment and climate change. Plans were also included relating to **elevations, 3D representations and cross sections**. More information on the design specifics is set out in [The Proposal](#) section of this report.
650. Concerns have been raised regarding the impact of the proposed building and the difference in height to the current MRF, and the emissions stack associated with the proposal which is 80m tall. The differences between the existing and the proposed facility are set out in the Table 17:

Table 17: Dimensions of the existing MRF / WTS and the proposed facility (in metres)

	Length	Width	Height
<i>Existing MRF / WTS</i>	160m	45m	15m
<i>Proposed ERF</i>	165m	40m to 80m	40m (stacks 80m)

651. At the time that the planning permission was granted for the existing MRF / WTS, the building was considered to be a large modern industrial structure. However, the building is functional and has little architectural merit. The applicant commented that attention has been paid to its architectural design of the ERF to reduce the massing and provide a varied elevation.
652. The scale of the proposed facility makes it impossible to be fully blended into the landscape. Therefore, the development has been designed to make a positive architectural statement whilst seeking to minimise the height and bulk of the buildings within the limits of the operational requirements of the energy recovery process. The highest section of the proposed building, which would house the boiler hall and flue gas treatment facility, would be just under 40m above ground level. The roof of the tipping hall, the lowest part of the building, would be between approximately 15m and 20m above ground level. Whilst the proposed development is clearly larger in scale and massing than the

existing MRF, the design of the building is more attractive, particularly with the addition of the living wall, and the design evolution shows that a great deal of consideration was given to the surrounding geology and landscape. The design is intended to evoke the defining characteristics of the surrounding landscape and South Downs National Park. The potential impact of the design on the nearby South Downs National Park is of importance here. The South Downs National Park Authority will seek the highest quality design for development proposals in line with the first purpose of the National Park. This includes truly outstanding or innovative design and contemporary design which reinforce local distinctiveness, taking reference and visual cues from the landscape and local settlement identity and character. The South Downs National Park Authority raised concern about the impact of the development on views within the National Park. Whilst an objection was made, the National Park recommended conditions relating to the living wall, materials and lighting. These are included in **Appendix A**.

653. The layout of the buildings has been designed to take into account the constraints of the Site, in terms of its shape and size, the existing vehicular access from the A31, circulation of HGVs within the Site and views of the Site from nearby sensitive receptors.
654. The scale and massing of the building corresponds with the scale of the plant required to meet the proposed capacity and the associated management of the energy recovery process. However, it is clear that even if a lesser capacity was required, for example 250,000tpa, this would not impact the scale of the facility as proposed.

Stack:

655. Two stacks (chimneys) would be located adjacent towards the western end of the building and would be 80m in height. Each stack would be 2.5m in diameter in cross section. The height of the stack is governed by the required management of emissions for human health purposes to ensure emissions are at imperceptible levels. This is governed by the [Incineration Directive](#).

Materials:

656. The applicant has indicated that the use of different cladding materials, colours and forms have been used to break up the virtual mass of the building form.

Design and climate change:

657. An assessment of the design in terms of climate change resilience was prepared as submitted as part of the Regulation 25 response (December 2020). This set out more detail on greenhouse gas emissions and resilience and included details of proposed mitigation measures including:

- Requirements of the Environmental Permit in terms of energy efficient, use of energy, use of water and the provisions of sustainable drainage systems;
- Recycling of boiler water;
- Rainwater harvesting;
- Increase storage volume for water to 1:100 annual rainfall probability;
- Floor level increased 0.15 metres above existing ground levels;
- ISO 14001 certification for Environmental Management Systems;
- Heat export;
- Electric vehicle charging points;
- Use of living walls (see below);
- The facility has been designed to withstand an increase in temperature;
- The facility has been designed to tolerate increased storm patterns;
- Five day contingency Plan to account for any fall in feedstock; and
- Grid connection.

658. Future enhancements are also identified, when technology allows, such as Carbon Capture Storage (see section on [Climate change, the assessment of Greenhouse Gas Emissions and 2050 – carbon neutral \(Net Zero\)](#)) and changes to vehicles. The assessment work undertaken ensures that the proposal has sought to consider the potential impacts of climate change on the proposal, mitigate where possible and contribute to meeting the need to be resilient to temperature rise and other climate changes as set out in the Hampshire Climate Emergency.

Living wall:

659. The South Downs National Park Authority promote the use of living walls within its guidance, particularly for larger buildings. Whilst the application Site is outside of the National Park, the applicant acknowledged early in the design process that there were some locations on the edge of the South Downs National Park from which the Site would be visible. As a result, a living wall has been included in the design on the northern and southern elevations, and on the western elevation. The living walls would be the largest in the UK. A living roof is also provided on the tipping hall, at the eastern end of the building. The application of living walls, rather than coloured cladding, was considered to assist in integrating the development within the overall landscape pattern, whilst at the same time making a positive architectural statement. The applicant has stated that the chosen solution combines a number of different design approaches to provide a high-quality sophisticated design, which helps reduce scale and mass when viewed from distance, integrates the building into its setting and provides a clean and modern appearance when viewed from close quarters. [The Proposal](#) section sets out some visual images of the proposed living wall as proposed.
660. The deliverability of the living wall is material to the success of the development as it will help to visually mitigate the development. The County Council's Landscape Architect raised concerns about the type of planting

proposed on the living walls, and the long-term commitment to its maintenance and renewal of plants as necessary. It was indicated that the proposed scheme relies on the living walls continuing to flourish. Concerns were also raised as part of the planning process about the whether the living wall could effectively be established and its long-term maintenance. These are acknowledged. As part of Regulation 25 request 3 (December 2020), further details of the proposed living walls used to aid the proposed development's assimilation into its surroundings were requested. This information was considered to be critical to understanding their viability, and should include construction details, irrigation details and long-term management and maintenance programmes including remedial measures in case of failures. This information was submitted in December 2020 providing additional information on the delivery of the wall. The applicant has advised that they have previous experience of the delivery of living walls, in particular on the Leeds ERF, and provided evidence to support this as part of the application process. The **Landscape and Visual Effects Clarification Report** (December 2020) and **clarification information from the applicant (August 2021)** provides detailed information on the approach to the installation and maintenance of the living wall.

661. The applicant has advised that the support structure for the living wall is integrated into the building. There are then a series of panels which contain the growing medium and the irrigation system. The panels are grown off site prior to construction of the building. Once the construction process of the building reaches the appropriate stage the panels are brought onto site and lifted into place using an access platform. The irrigation system for the panel is then connected to the main irrigation system and the installation is complete. The irrigation system is computer controlled and adjusts automatically for time of year, temperature and humidity. It would be fed from a 1,000 cubic metre tank which is fed from surface water drainage from the roof of the building. To fully operate the irrigation system year-round based on current patterns of rainfall requires a tank capacity of approximately 300 cubic metres. Additional capacity has been provided to ensure a robust supply of water to the irrigation system.
662. It has been suggested that the north face of the living wall will not grow. The applicant has indicated that this is not the case. Whilst the plant selection will vary across the building, that will add to the variety and interest of the appearance of the planting. The north facing façade would include a higher proportion of ferns, grasses, ivy and woodland/ woodland edge species than the other elevations. Advice on the delivery of the wall has been provided to the applicant by Biotecture, a leader in the design and installation of living walls and who previously delivered the living wall on the Leeds ERF. Biotecture have delivered green walls on north facing aspects within city centre environments where there is significant shading, and rain shadow effects from adjacent buildings, examples of successful green walls in such locations include Victoria Street, London and 20 Fenchurch Street, London. The plants selected would also include a high proportion of drought tolerant species to reduce the water burden. The living walls would also have

biodiversity benefits and would be designed to include species of local provenance. The exact details of the planting are considered in a condition in **Appendix A**. However, the mix will include species of local provenance and will include a variety of flowering plants to assist pollinators. The applicant has indicated the following:

- the scheme will contain a variety of plants and the pattern of growth and coloration will reflect the changing seasons;
- The condition of the panels will also be checked on a regular basis and any significant failures will be replanted;
- Maintenance will involve the use of a 'cherry picker' type vehicle (or other appropriate vehicle); and
- In the unlikely event of the complete failure of one of the planting panels, it is possible to grow on a replacement panel off site, disconnect and lift out the failed panel, and slot in the replacement.

663. Representations received highlighted the concerns that the proposed living wall would not substantially reduce the visual impact of the development. This issue is suitably assessed as part of the wider visual impact assessment of the proposal as set out in the [Visual impact](#) section of the commentary.

664. The No Wey Incinerator Action Group questioned the applicant's uses of the precedent living wall examples which are all in urban locations where microclimatic conditions would be different to those of the Alton ERF Site, and their design would not have been required to emulate rural hues and textures. These concerns are acknowledged but are considered to be an operational issue which would be covered by the provisions of the proposed condition. The No Wey Incinerator Action Group also indicated that it is not appropriate to defer consideration of the planting scheme to a planning condition. On this matter, the Waste Planning Authority considers that a condition requiring a living wall maintenance scheme is reasonable and this condition is set out in **Appendix A**.

665. The No Wey Incinerator Action Group also questioned the applicant's suggestion that maintenance will involve the use of a cherry picker type vehicle, as many parts of the proposed living wall would be at high level, set-back behind lower-level built-form and therefore not accessible by a cherry picker. This is also an operational issue relevant to the application. Conditions will ensure that the living wall is adequately maintained for the life of the development.

Other landscaping and screening

666. As already set out under [Impact on the countryside and landscape](#), the proposal includes further landscaping to help to mitigate the landscape impacts of the proposal. Concerns raised as part of the planning process related to the existing screening and the screening proposed. Some questioned the operator's previous performance and delivery of the screening as part of the MRF / WTS. Conditions and the proposed section 106

agreement are considered to provide the necessary control over the landscaping associated with the proposal. A condition is also included in **Appendix A** on site fencing and its maintenance.

Energy and heat:

667. A proportion of the energy that will be generated by the proposed facility will be used to power the facility itself, adding to the sustainability of the building. The plant also has the potential to generate heat. More information on this is set out in the sections on [Energy generation](#) and [Heat generation](#).

Construction management and operations

668. Sustainable construction methods would be regulated through the Construction Environmental Management Plan (CEMP) with waste generation and water use minimised as far as possible and this is included as a condition in **Appendix A**. Conditions relating to the chimney stack, materials, piling activities are also included in **Appendix A** to help mitigate the development.
669. It is important to note that some aspects of the development, related to design, will be considered by the Environment Agency when assessing the Environmental Permit. These include:
- efficient use of raw materials;
 - furnace types and requirements;
 - validation of combustion conditions;
 - combined incineration;
 - flue gas recirculation;
 - dump stacks and bypasses;
 - cooling systems;
 - boiler design; and
 - avoidance, recovery and disposal of wastes.
670. The design and operation of the facility would be regulated by the [Waste Incineration Directive](#).

Alternative designs:

671. Alternatives, design and technologies were considered as part of the evolution of the design of the proposal. [Schedule 4 of the EIA Regulations 2017](#) requires the applicant to describe the reasonable alternatives that have been considered by the applicant in preparing their plans for the site and the reasoning for progressing one alternative over another. Paragraph 2 of the Regulations requires: “A description of the reasonable alternatives (for example in terms of development design, technology, location, size and scale) studied by the developer, which are relevant to the proposed project and its specific characteristics, and an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effects”.

672. Prior to selecting the current proposal, a number of design options were evaluated by the applicant. Key considerations were as follows:
- *Site Layout*: The shape of the Site and the nature of the process undertaken at the facility dictated the basic site layout. In addition, other factors taken into account when designing the site layout included access requirements, the size of the site and the flow of vehicles around the buildings; and
 - *Building Design*: A review of alternative architectural design solutions were explored.
673. The Design process and the various options considered are set out in the **Design Evolution Guide**. The design process is considered in more detail in [The Proposal](#) section of this report. A series of alternative building forms and design concepts were tested, including different roof profiles, building envelopes and architectural techniques used to fragment the visual mass of the building. It was determined that an uncomplicated organic building form would best suit this location. A series of colours and materials were then tested, including the use of living walls.

Alternative technology

674. The applicant also considered potential alternative technology options, the principal technology types being:
- Advanced Thermal Treatment (e.g. pyrolysis, gasification and autoclave); and
 - Direct Combustion (the proposal).
675. The applicant has stated that based on technical and financial modelling undertaken, a standalone direct waste combustion process with the ability to export electricity, heat or a combination of both was selected as a technology that represented a credible and proven solution, capable of meeting environmental standards and being delivered both financially and technically by the private sector. Direct waste combustion ERFs can be delivered through a variety of sub technologies. Moving grate is the leading technology in the UK and Europe for the combustion of municipal and other similar wastes, being installed on circa 90% of UK incinerators and some 98% of European incinerators. It is a proven and developed design, with a number of suppliers available. For these reasons, the applicant selected this particular technology. A twin line solution is being progressed as it offers the ability to undertake maintenance and repair to one line whilst the other line continues to operate. This redundancy offers a significant benefit to the operator of the plant. It also offers advantages by providing greater security of supply for potential heat users to take hot water or steam from the facility.

Conclusions on design:

676. Based on the evidence before the Waste Planning Authority in relation to design, it is concluded that the proposed design is sustainable. It is recognised that there will be some negative visual impacts associated with the proposal and its design as already set out in the [Visual impact](#) section of

this commentary. However, focusing specifically on design, based on the size and scale of the building, the design is considered to be acceptable. The proposal has been designed to fit into the natural landscape as much as possible and incorporates materials and design features to help mitigate its form. On the basis of the design proposed, the proposed is considered to be in accordance with Policy 13 (High quality design) of the [HMWP \(2013\)](#). In addition, the proposal meets many of the criteria outlined in Policy CP29 (Design), namely that it has sought exemplary standards of design and architecture with a high quality external appearance that respect the area's particular characteristics, has taken into account the setting and context of the South Downs National Park where relevant and ensuring that development makes a positive contribution to the overall appearance of the area by the use of good quality materials of appropriate scale, profile, finish, colour and proven weathering ability.

Arboriculture

677. Paragraph 174 of the [NPPF \(2021\)](#) states that planning decisions should '*contribute to and enhance the natural and local environment*'. The proposals potential impact on arboriculture is of importance.
678. Concerns were raised in some representations about the level of existing screening and concerns that the proposed planting will not establish effectively. These are acknowledged.
679. An **Arboricultural Assessment** was submitted as part of the proposal and is set out in **Appendix 1.5 of the Planning Statement**. Landscaping proposals included in the application included the retention of the existing tree cover, planting or new native trees and hedges and the introduction of new species rich grassland alongside other marginal planting. The **LVIA** identifies that the existing tree cover at the Site could not be replaced on a like for like basis due to the reduction in the areas available for tree planting as a result of the proposed development. It is acknowledged that the new tree planting would take time to provide the same level of screening as the trees removed.
680. The County Arboriculturist has confirmed that the existing trees are not protected by a Tree Preservation Order or by virtue of them being in a Conservation Area. Two trees have been proposed for removal (T3 and T4) and it is recommended that the owner of these trees is informed of their duty of care to have them removed as a matter of low priority due to the defect's detailed at Appendix 1 of the **Arboricultural Assessment**. No remedial pruning works are required under the current context of the Site. Some biennial monitoring is proposed due to the presence of structural defects on some trees. This is discussed in more detail in Section 5.4 and detailed at Appendix 1 of the **Arboricultural Assessment**. The general design of the proposal is in accordance with [BS 5837: 2012](#) on trees in infrastructure design, demolition, and construction.
681. The County Arboriculturist was consulted on the application and in principle had no objection to the proposal on arboricultural grounds provided the tree

loss is limited to that stated in the **Arboricultural Assessment** (reference JCA 15934-A/AJB) and the measures set out within it are fully adhered to. The County Arboriculturist noted that the loss of the row of young hornbeams (G13) is regrettable but the proposed landscaping offers sufficient replacement to achieve acceptable canopy cover in time.

682. Conditions relating to **Tree Protection Plan** and a fully resourced landscape establishment plan to include watering regimes to enable young trees to establish for a minimum of five years are included in **Appendix A**. These conditions will show how retained trees will be safeguarded and ensure that the proposed landscape can be delivered in full.

Conclusions on arboriculture:

683. On the basis of the landscaping scheme and mitigation measures proposed and the conditions proposed, the proposal is considered to be acceptable on arboricultural grounds.

Cultural and Archaeological Heritage

684. The [Planning \(Listed Building and Conservation Area\) Act 1990](#) places a duty upon planning authority's in determining planning applications for developments which affect listed buildings to have special regard to the desirability of preserving the special interest and setting of the listed building.
685. Paragraph 130 of the [NPPF \(2021\)](#) relates to developments which are *sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change*. In addition, paragraph 194 of the [NPPF \(2021\)](#) states that *when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation*. The more important the asset, the greater the weight should be. Paragraph 194 states that *'any harm to or loss of the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification*'. Paragraph 195 states that *'where a proposed development will lead to substantial harm to a designated heritage asset planning permission should be refused unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh the harm*'. Paragraph 196 states that *'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use*'.
686. 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*'.

687. Policy CP30 (Historic environment) of the East Hampshire Local Plan – Joint Core Strategy (2014) states that ‘*all development proposals must conserve and, where possible, enhance the district’s historic environment*’. It sets criteria for which all new development will be required meet in relation to the historic environment. Emerging S28: Heritage assets and the historic environment, DM33: Conservation areas, DM34: Heritage assets in conservation areas, DM35: Listed buildings, DM36: Development affecting and changes to listed buildings and DM38: Archaeology and ancient monuments of the [East Hampshire Draft Local Plan \(2017-2036\)](#) have not been publicly examined so can only be given limited weight in decision making.
688. Historic England defines ‘significance’ as the value of a heritage asset for this and future generations because of its heritage interest. Significant derives not only from the heritage assets physical presence but from its setting. A setting is the surrounding in which a heritage asset experiences. Its extent is not fixed and may change as an asset or as its surrounding evolves.
689. **Chapter 10.0 of the ES** assess the impacts of the development on heritage. This relates to two key areas: archaeological interest and the built heritage.
- Archaeological interest*
690. The existing MRF and WTS replaced mid-20th century buildings on Site, recorded as a Second World War Cold Store. The Site was noted in the site visit as being level and including existing modern buildings and hard and soft landscaping. It is likely that construction activities in the 20th century and 2000s (including construction of large buildings, possible levelling of the site and landscape works) have truncated any previously present archaeology. The archaeological potential of the site is therefore negligible.
691. **Paragraph 10.3.9 of the ES Chapter 10** sets out more information in relation to historic hedgerows. It states that the hedgerows that bound the site date to the late 19th and mid-20th century and are part of or post-date a field system created by Parliamentary Enclosure Acts. They therefore do not meet the archaeology or historic criteria for ‘important’ hedgerows in terms of the Hedgerow Regulations, 1997. The exception to this is the hedgerow that runs parallel to the western boundary of the site and forms part of the parish boundary between Neatham (Holybourne) and Froyle. This hedgerow does meet the history and archaeology criteria (part 1) as marking a pre-1850 parish or township boundary and is therefore ‘important’ in terms of those Regulations.
692. The County Archaeologist raised no objection to the proposal. No further comments were provided by East Hampshire County Council on the updated ES. To ensure the suitable assessment of any assets a condition relating to a programme of archaeological recording (a watching brief) would be undertaken during construction to record any surviving remains. This condition is included in **Appendix A**.
- Built heritage*
693. The **ES** included a detailed assessment of effects on Cultural Heritage, including effects on the setting of designated heritage assets.

694. The Upper Froyle Conservation Area is in an elevated position and its significance lies in its relationship with the surrounding countryside. East Hampshire District Council note that views within the village and of the immediately adjacent farmland make a positive contribution to the Conservation Area's character and appearance. In terms of wider setting, the village has some available views across the surrounding countryside, which make a positive contribution to the historic and architectural heritage values of the Conservation Area. It is also noted that views of the surrounding countryside are available to the north and south of the village, however, there are some longer distance views at the western end of the village that would include the proposed development. East Hampshire District Council raised concerns that the proposal would introduce a large-scale industrial development into these views this would have an adverse effect on the Conservation Area.
695. An assessment of the likely significant effects of the proposal upon the historic environment at the site and within the surrounding landscape is set out in the **ES, Volume 1, Chapter 10**. There are 32 known non-designated heritage assets within a 1km study area, of which two are recorded as being located within the Site; the site of a Second World War Cold Store and the course of the Winchester to London Roman Road, both assets of low (local) heritage value. These were all assessed (see **Appendix I**).
696. The ES identified that there are 97 designated heritage assets within the 2km of the proposed Site. None are within the Site. In relation to 80 of the assets identified, the ES concludes that would be no harm to the heritage value of the asset as a result of development within its setting. However, an adverse effect is predicted in relation to 17 designated heritage assets. The ES initially focused on the assessment of 15 out of the 17 heritage assets located within a 2km distance of the proposed facility. This assessment showed that no further assessment was required.
697. Concerns were raised by East Hampshire District Council that there has been no assessment of the Fulling Mill which is located within 500m of the proposed development. Whilst East Hampshire District Council concurs that the submitted assessment methodology and locations assessed for impacts on heritage assets within a 2km distance of the proposed facility are acceptable, its findings are not fully agreed with. It raised concerns about the potential impacts on 'Bonham's Farmhouse' which is a Grade II* listed building and 500m from the proposed development. Concerns were also raised about the lack of noted assessment given relating to Fulling Mill which is located within 500m of the proposed development. Concerns were also raised by the No Wey Incinerator Action Group. Representations on behalf of the Action Group included an assessment of effects in relation to Bonham's Farmhouse, concluding that *"Using the evaluation criteria set out in tables within Chapter 10 of the ES, it is considered that this 'very high' status heritage asset would experience a 'moderate' impact, and therefore the level of effect would be 'major or moderate'. This would be 'significant' in EIA terms, but would fall into the category of 'less than substantial harm' in the terms of the NPPF."* The updated ES acknowledges that whilst *'there is a difference between the ES and the No Wey Incinerator Action Group*

assessment of the magnitude of impact in relation to Bonham's Farmhouse, there is broad consensus that the harm would be less than substantial, in terms of the NPPF' (2021).

698. A Heritage Review was prepared for the Action Group by Grover Lewis Associates (August 2020). The applicant noted the review and responded to some points in relation to the historic environment assessment provided by the applicant and included a response in the updated ES. This included responses on the approach taken to the assessment. The review questioned the 'matrix-based approach used and that it is not a substitute for a systematic, professional assessment of the likely impacts'. The 'matrix-based approach' used in **Chapter 10 of the ES** is one that is widely accepted, being based on the approach set out in [Volume 11, Design Manual for Roads and Bridges \(DMRB\) \(Highways Agency, 2019\)](#) and [Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, \(ICOMOS 2011\)](#). In this case the matrix-based approach was supported by a systematic assessment, provided in **ES Appendix 10.1**.
699. No Wey Incinerator Action Group questioned the selection of viewpoints, but the applicant responded by highlighting the dialogue between the heritage assessment and LVIA team to ensure that the viewpoints were representative of heritage assets. Also, there are a number of viewpoints that were used in the background of the heritage assessment, including viewpoint 13 and viewpoint 24 which were representative of views of and from Bonham's Farm, viewpoints 8 and 19 near to the conservation area at Holybourne and viewpoint 9 which gives a representative 'worst case' view from near to Upper Froyle conservation area. However, best practice guidance for setting assessments does not reference visualisations particularly, other than to note that "*the true effect of a development on setting may be difficult to establish from plans, drawings and visualisations*". Best practice assessments do not rely on visualisations to identify effects but may refer to them to describe an effect. No Wey Incinerator Action Group raised concerns relating to the perceived '*downplaying of the contribution that the wider settings of heritage assets contribute to their significance*'. Indeed, no objections or concerns were raised on the above points by any other consultees.
700. An update to the ES was requested to include an assessment of *Bonham's Farmhouse* and Fulling Mill as part of the Reg 25 request 1 (October 2020). An update to the **ES (Chapter 10)** was submitted taking into account the Farmhouse and the Mill. This is set out in **ES, Volume 5, Chapter 9.1**. This concluded that the magnitude of impact, in relation to the impact of the proposed development on the heritage value of Bonham's Farmhouse, as low and the level of effect as moderate (adverse). This is a significant effect in EIA terminology but only in the lower to mid-range of the spectrum of 'less than substantial harm' in [NPPF \(2021\)](#) terms. The updated ES concludes that the magnitude of impact of Fulling Mill to be neutral.
701. Based on the updated ES, of the 17 heritage assets 16 are considered to be within the lower/negligible end of less than substantial harm in [NPPF \(2021\)](#) terminology.

702. Given the likely impact of the existing development at the Site and the location of the A31 effects on these assets, the applicant states that impacts are not considered to be significant. One significant adverse effect is predicted; a moderate (adverse) level of effect in relation to Grade II* listed Bonham's Farmhouse. The predicted effect is considered to be significant from an EIA perspective but equivalent to less than substantial harm in relation to the terminology used in the [NPPF \(2021\)](#).
703. No mitigation was proposed in relation to the setting effects, beyond that already embedded into the design of the ERF. It is recognised that given the scale of the proposal and the assets in question, this would not be achievable.
704. The proposed ERF would be visible in a small range of these longer views (over a distance of 1km). There would therefore be an impact on the heritage values of the asset. However, the magnitude of impact would be negligible, given that the asset would continue to be readily appreciable as a country house set within a rural landscape (with the exception of the change from the recent residential development), that the aesthetic and evidential values of the asset would be unaffected, and that the proposed development would not interrupt the relationship between the Manor and other listed buildings within its group or village of Upper Froyle. The level of effect is therefore minor (adverse). While there are some differences in the assessed magnitude of impact and level of effect between the assessment made on behalf of the No Wey Incinerator Action Group and the ES, it is noted that in each case the Action Group review concludes 'less than substantial harm' which is entirely consistent with the overall conclusions of the ES.
705. The Action Group indicate that the applicant has made no attempt to demonstrate that the public benefits of the proposal outweigh the harm to the significance of the designated heritage asset, in this case Bonham's Farmhouse.
706. As already set out, Indigo Landscape Architects were appointed by the Waste Planning Authority to undertake an independent review of the application. A final review of Environmental Statement was issued by Indigo Landscape Architects (21st May 2021) which suggested that it would have been useful for more information to be presented on some heritage matters. The applicant provided a response to the Indigo final Review in August 2021. The applicant highlighted the additional information provided (**Section 4.0 of the Landscape and Visual Effects Clarification Report**) illustrated limited, if any, intervisibility with these heritage assets. In this regard, the applicant considers that a substantial volume of landscape and visual information has been provided which provides a clear assessment of the potential landscape and visual effects of the proposed facility, taking into account the many attributes of the landscape which contribute to its sensitivity, including value from cultural associations. The applicant has indicated that whilst the Indigo review suggests that it would have been useful for more information to be presented on such matters, it is clear that heritage features present within the landscape did influence the landscape and visual assessment. This is acknowledged by the Waste Planning Authority. The position remains that

whilst the additional information provided by the Applicant identified some additional viewpoints where significant effects may be experienced, these are consistent with the pattern of visual effects previously identified i.e. some significant landscape and visual effects with 1.5km with reducing significant visual effects extending beyond this, becoming increasingly fragmented and isolated with distance.

707. Taking all the evidence into account, it is clear that potential harm to the setting of Bonham Farmhouse would be a result of the development. The screening provided by established tree planting around the farmhouse reduces the intervisibility between the listed building and the proposal. The applicant provided some additional images for Bonhams Farm and a drone image taken directly over the location of the proposed stacks at a height of approximately 80m above ground, equivalent to the top of the proposed stacks. This information helps to confirm that any visibility of the proposed development from Bonhams Farmhouse is likely to be limited to glimpsed views of the chimneys through the branches of trees.
708. The Indigo review does not provide comment on the methodology and conclusions of the **Heritage Setting Assessment** provided within **Chapter 10.0 of the ES**, which is more properly considered by Historic England and East Hampshire District Council.
709. Historic England was consulted on the initial planning application and raised no objection as part of the initial consultation and subsequent relevant Regulation 25 consultations. However, in May 2021, the Waste Planning Authority was advised that Historic England was reviewing its position. A further response was received, dated 10 June 2021, raising concerns about the proposal. This objection related to the potential significant harm on the farmhouse, despite the further assessment work which was undertaken. The late objection is noted. The Waste Planning Authority acknowledges that the **ES** does not ascribe as much weight to the rural setting as does Historic England or its primacy in the landscape. Whilst the ES emphasised the demolitions and new build as diminishing its significance, Historic England rely on those same points to reach a very different view namely that the visual link with land farmed from the Bonhams Farmhouse is particularly important. It is the view of the Waste Planning Authority that the differences here are matters of judgment and do not go to the adequacy or inadequacy of the environmental information presented. Indeed, the objection is based on a viewpoints and photomontage in the **ES**.
710. When assessing the proposal against Policy 7 (Conserving the historic environment and heritage assets) of the [HMWP \(2013\)](#), the proposal would result in the impact on the setting of Bonhams Farmhouse which is a listed building. Policy 7 states that waste developments should preserve or enhance the character or appearance of historical assets unless it is demonstrated that the need for and benefits of the development decisively outweigh these interests. The potential impact on the setting of the assets is acknowledged. However, it is considered, on balance, the need for the development in terms of capacity and energy in particular outweigh the potential impacts.

711. Policy CP30 (Historic environment) of the East Hampshire Local Plan – Joint Core Strategy (2014) states that *‘all development proposals must conserve and, where possible, enhance the district’s historic environment. It sets criteria for which all new development will be required to: a) conserve and enhance the cultural heritage of the South Downs National Park if in the National Park and take account of this cultural heritage where the National Park’s setting is affected; b) reflect national policies in respect of design, landscape, townscape and historic heritage; c) conserve, enhance, maintain and manage the district’s heritage assets and their setting including listed buildings, conservation areas, Scheduled Ancient Monuments, archaeological sites and Historic Parks and Gardens; d) ensure that the development makes a positive contribution to the overall appearance of the local area including the use of good quality materials of appropriate scale, profile, finish, colour and proven weathering ability; e) take account of local conservation area appraisals and town and village design statements where they exist’.*

Conclusions on impacts on the historic environment:

712. The proposal is not considered to have any significant impacts on Archaeological interest.
713. The Waste Planning Authority acknowledges that requirements of [section 66 \(1\) of the Planning \(Listed Buildings and Conservation Areas\) Act 1990](#) to have special regard to the desirability of preserving a listed building and its setting as well as the provisions of paragraphs 193, 194 and 196 of the [NPPF \(2021\)](#).
714. Whilst the potential harm identified to the Bonhams Farmhouse is acknowledged, the potential harm also needs to be balanced against the wider need for the development including those set out in the sections on [Principle of the development and need for the ERF](#) and [Energy generation](#). It is also important to consider that the proposed site is not a greenfield site which is being developed. There have been various uses on the site, many of significant in terms of scale and massing since the 1930’s. There are also a wider range of other land uses which already have an impact on the setting of assets locally. This means that there has already been a certain degree of impact on the setting of the assets prior to this proposal being brought forward. It is recognised that the proposal cannot meet all the criteria set out for new development in Policy CP30 (Historic environment) of the East Hampshire Local Plan – Joint Core Strategy (2014).
715. It is clear that the proposal cannot fully meet the provisions of Policy 7 (Conserving the historic environment and heritage assets) of the [HMWP \(2013\)](#) as there will be a potential impact on heritage assets. However, the need for the proposal in terms of waste capacity and energy supply have been demonstrated, meaning the proposal, on balance, is considered to be in accordance with Policy 7 (Conserving the historic environment and heritage assets) of the [HMWP \(2013\)](#).

Ecology

716. The potential impact on habitats and species is of relevance to the proposal. As already noted, there are no statutory environmental nature designations within the application Site or immediately adjacent to it that are relevant to the development. There are designations within a 10km radius of the site which include four Special Areas of Conservation (SAC) and two Special Protection Areas (SPA). There are no Sites of Special Scientific Interest (SSSI) or Local Nature Reserves (LNR) within 2km of the proposed facility, although the site lies within the Impact Risk Zone for two SSSI at Upper Greensand Hangers: Wyck to Wheatley and Bentley Station Meadow. Upper Greensand Hangers forms part of East Hampshire Hangers SAC. A number of Sites of Importance for Nature Conservation (SINC) are located within 2km of the site.
717. Paragraph 174 of the [NPPF \(2021\)](#) states that planning decisions 'should contribute to and enhance the natural environment. In addition, paragraph 175 of the [NPPF \(2021\)](#) states that when determining planning applications, local planning authorities should apply the following principles:
- a) *if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
 - b) *development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;*
 - c) *development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and*
 - d) *development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.*
718. These requirements are translated locally into Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#) which 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.

719. Policy CP21 – Biodiversity of the [East Hampshire Local Plan Joint Core Strategy \(2014\) \(EHL PJCS \(2014\)\)](#) sets out criteria which new development needs to comply with in relation to biodiversity. Emerging policies of the Policies S19: Biodiversity, geodiversity and nature conservation, DM25: The local ecological network and DM26: Trees, hedgerows and woodland of the [East Hampshire Draft Local Plan \(2017-2036\)](#) have not been publicly examined so can only be given limited weight in decision making.
720. The provisions of the [Environment Act \(2021\)](#) introduced a requirement for Biodiversity Net Gain (BNG). Whilst BNG is not currently mandatory, it is still a consideration of relevance to the proposal.
721. **Chapters 6.0 of the ES** assess the impacts of the development on Ecology. The ES initially concluded that the proposed development would have a direct effect on habitats of low ecological value, with no significant effects predicted on features within the Site. Incorporated mitigation measures would ensure protection of important features in the wider vicinity, in particular the River Wey. It also concluded that:
- the indirect air quality effects on nationally and locally designated sites would not cause significant harm, and cannot be regarded as significant in EIA terms; and
 - No likely significant effects are predicted on European and internationally designated conservation sites, irrespective of the implementation of embedded or additional mitigation measures. However, a contribution to enhancement measures at Shortheath Common SAC is proposed.

On-site management and mitigation of protected species

722. The following ecological surveys were undertaken; full details of methodology, timings and personnel are provided in the relevant **Technical Appendices**:
- Extended Phase 1 Habitat Survey / UK Habitat Classification Survey;
 - Great crested newt eDNA sampling;
 - Reptile survey;
 - Breeding bird survey;
 - Dormouse survey; and
 - Bat activity surveys and assessment of roost potential.
723. Further information was requested under Regulation 25 request 1 and submitted as part of **Environmental Statement Volume 5 Additional Environmental Information (14 December 2020)** in relation to achieving on-site management and mitigations of protected species. This was provided in December 2020 and is set out in the relevant parts of **ES, Volume 3** providing a response on the issues requested. In terms of the survey work undertaken, the following conclusions have been made:

Great crested newts:

- Whilst records of great crested newts obtained by the applicant from the Hampshire Biodiversity Information Centre (HBIC) included a medium-sized population of great crested newt (*Triturus cristatus*) in a field pond located just over 250m north of the nearest Site boundary, recent survey results have confirmed that the two attenuation ponds within the application site do not support greater crested newt. Furthermore, no amphibians were recorded in the course of reptile surveys.

Reptiles:

- Slowworms were found on the Site as part of the reptile survey in 2019 and grass snake are also known to be present in the vicinity of the Site to the north, though were not found on Site in the course of the surveys. It is anticipated that a small area of suitable terrestrial habitat will be destroyed/disturbed by construction activity and reptiles will be disturbed by the activity.
- The applicant is proposing that for the avoidance of harm, active exclusion of reptiles from the construction area will be implemented. More information on this is set out in the **Regulation 25 Response - Ecology (December 2020)**, **Reg 25 request dated 01 June 2021** and **Clarification Response - Ecology (2 June 2021)**.

Breeding birds:

- Only four breeding bird territories were recorded within the application site, concentrated in scrub habitats in the north-eastern open space. This reflected the limited area of suitable breeding habitat within the application site. Green woodpecker (*Picus viridus*) was additionally recorded foraging in short grassland adjoining the settling ponds in this area;
- Species recorded in the vicinity of the site included two whitethroat (*Sylvia communis*) territories in scrub to the south of the railway line and in a hedgerow north of the A31. A song thrush (*Turdus philomelos*) was heard holding territory along the railway line to the east of the Site.

Dormouse:

- The data search revealed that there were no local records of this species within a 2km radius of the Site, and the nest tube survey revealed no definitive evidence of their presence on the Site. Assessment work considered issues such as habitat connectivity. As there will be no direct loss of dormouse habitat, mitigation and enhancement will focus on avoidance of indirect impacts and habitat enhancement;
- Avoidance of indirect impacts will consist of a dormouse avoidance strategy. Habitat will be demarked using barrier fencing to stop human encroachment on those habitats that are close to the possible nest and the habitat corridor in the south of the Site. This will be marked out by an appropriately qualified ecologist and signage will also be used to keep

contractors away from the sensitive areas. The Landscape Plan includes the strengthening of boundary features with additional hazel. This will provide habitat enhancement for dormouse and strengthen any movement corridors. More information on this is set out in the **Regulation 25 Response - Ecology (December 2020)** and **Clarification Response - Ecology (June 2021)**.

Bat activity surveys and assessment of roost potential:

- All of the structures within the application site were assessed as having a negligible risk of supporting bat roosts;
 - A few potential roost features in some trees within the line of Norway maple trees outside the northern boundary of the application site were observed, however, trees were assessed as being of no more than 'low' risk;
 - No evidence of activity associated with these trees was detected in emergence / re-entry surveys conducted by the applicant's ecological experts;
 - Automated monitoring and transect surveys confirmed that boundary habitats in the north and east of the Site were being used by foraging and commuting bats. Species mostly comprised common and widespread species, predominantly common and soprano pipistrelles (*Pipistrellus* / *P. pygmaeus*) with smaller numbers of noctule (*Nyctalus noctula*) and serotine (*Eptesicus serotinus*). There were fewer than expected records of bats associated with low light conditions (e.g. *Myotis* species). The applicant's ecological experts concluded that this was perhaps reflecting existing illumination levels around the existing MRF / WTS and proximity of the A31 dual carriageway.
724. Mitigation measures are proposed for the construction phase to address any likely effects on reptile and dormouse. In terms of wider mitigation measures there is no requirement, although there may be some linkages with the wider landscaping proposals that will be identify new areas of planting to offset any loss.
725. The survey work undertaken, and associated conclusions and mitigation measures are considered to be acceptable. The County Ecologist has confirmed that the further information that has been submitted sets out in more detail about the surveys that gives confidence that the habitats have been adequately assessed and that sufficient measures to protect and enhance the existing population on site are in place.

Biodiversity Net Gain (BNG)

726. The achievement of Biodiversity Net Gain (BNG) is not currently mandatory, although maximising the net gain from all developments is encouraged by the Waste Planning Authority.
727. A BNG calculation was carried out as part of the application which evaluates the on-site landscape and habitat creation. By delivering net gain as part of the development, the natural environment post construction of the development would be measurably better than its current condition. Application of Biodiversity Metric 2.0 initially calculated the overall net gain

from the proposal (on site) at 1.26%, lower than the target value of 10% net gain. On this basis, it was considered that off-site mitigation measures would be necessary to achieve this target.

728. Areas and condition of baseline habitats on-site are set out in **ES Volume 3 Appendix 6.1, Table A1.3.5**. Further information was also requested under Regulation 25 request 1. This was provided in December 2020 and is set out in the relevant parts of **ES, Volume 3** and **associated appendices**. Table 18 takes BNG categories and adds in the valuations of baseline habitat from the Biodiversity Metric 2.0 spreadsheet, together with the value of habitats retained, and value of habitats lost through the proposal.

Table 18: Valuation of baseline habitats

Habitat	Condition	Area (ha)	Habitat units	Retained units	Units lost
Urban – amenity grassland	Moderate	0.23	1.01		1.01
Urban – ground level planters	Moderate	0.001	0.00		0.00
Wetland - Reedbeds	Poor	0.03	0.22		0.22
Grassland – other neutral grassland	Moderate	0.25	2.42		2.42
Sparsely vegetated land – ruderal / ephemeral	Poor	0.02	0.05		0.05
Heathland and shrub – Mixed scrub	Fairly good	0.29	3.19	0.44	2.75
Heathland and shrub – gorse scrub	Moderate	0.04	0.35		0.35
Urban – Developed land; sealed surface	n/a	0.86	0.00		0.00
Urban – Developed land; sealed surface	n/a	1.20	0.00		0.00
Other woodland; broadleaved	Moderate	0.06	0.53	0.53	0.00
TOTAL		2.98ha	7.77	0.97	6.80

729. This gives a net habitat loss prior to implementation of site landscape works of 6.80 biodiversity units and 0.21 hedgerow units, which provides a quantitative index value for the offsetting target.
730. In terms of on-site mitigation, the Net Gain calculation in the **ES** was derived from the landscape design. Table 19 provides further details:

Table 19: Valuation of restored habitats

Habitat	Condition	Area (ha)	Ecological connectivity	Habitat units
Urban - Introduced shrub	Fairly Good	0.03		2.5
Grassland - Other neutral grassland	Fairly Good	0.35		2.5
Grassland - Other neutral grassland	Good	0.04		3
Urban - Developed land; sealed surface	N/A - Other	2.56		0
TOTAL		2.98ha	0.1ha	3.26

731. When added to the 0.97 units of retained habitat outside the development footprint, this provided a total of 4.23 habitat units, a shortfall of 3.54 relative to baseline. In addition, a total length of 0.68km of native species-rich hedgerow would be created, mostly along the south-eastern boundary adjoining the rail line. Assessed as attaining a 'moderate' condition with 'medium' connectivity, this provides a total of 3.69 hedgerow units. As set out in the **ES, Volume 1, Chapter 6**, this equates to a net habitat loss of 45.59%, and a net hedgerow gain of 1633.00% (3.48 hedgerow units). This gives a net habitat loss prior to implementation of site landscape works of 6.80 biodiversity units and 0.21 hedgerow units, which provides a quantitative index value for the offsetting target. Therefore, opportunities for offsite enhancement have been sought.
732. The proposed site for habitat enhancement is located on land owned and controlled by the applicant at Abbey Fruit Farm, Newtown Road, Netley, Hampshire. This is currently agriculturally improved grassland, 2.0ha in area, established on a former landfill site and grazed by horses. It is located within Hampshire, but within the Eastleigh Borough Council area, so for the purposes of calculation has been assigned to the 'outside neighbouring area' geographic category. It has been assigned a 'medium' connectivity score. In terms of Biodiversity Metric 2.0, it is classed as 'modified grassland' in 'poor' condition, with a baseline habitat value of 4.84 biodiversity units. The target habitat for the site is 'other neutral grassland' in 'good' condition. This is a relatively modest target (e.g. compared to 'lowland meadows'), which it could be reasonably anticipated would be exceeded; the calculation therefore uses conservative assumptions. The Biodiversity Metric 2.0 calculator assigns this feature a value of 9.51 biodiversity units, representing an uplift of 4.67 units for the offsetting site. This provides a Net Gain of 14.51% (+1.13 habitat units) for habitats relative to baseline; the hedgerow net gain remains the same at 1633.00% (+3.48 hedgerow units).
733. The applicant has indicated that habitat creation measures will be compatible with, and require, the continuation of agricultural management on the fields. However, as the aim is to reduce the productivity of the sward through cessation of fertiliser application, cropping and / or introduction of hemi-

parasitic species, thereby the capacity of the land to support grazing stock will be reduced. This will affect grazing intensity (i.e. number of horses or other stock per hectare) and / or number of grazing weeks supported, leading to an overall reduction in livestock units per hectare. The Applicant proposes to manage this land for nature conservation for a period of not less than 30 years. Natural England advise that this BNG is secured by condition or some other method as part of this planning application. This commitment would be secured through the section 106 Agreement and would require a detailed management plan to be approved by Waste Planning Authority prior to the commencement of development.

734. It is acknowledged that Metric 3.0 has been published since the submission of the application. Advice was sought from Natural England on the application of the new metric on applications already submitted. On the basis of the advice received, it is the Waste Planning Authority's view that the consideration of Metric 2.0 is sufficient as the applicant will be delivering net gain, even when BNG is not mandatory.
735. Additional community benefits offered outside of this process also add to the scheme's overall biodiversity net gain. During the course of the application, it became clear that Natural England was satisfied that there was not in fact an adverse impact on Shortheath Common SAC/SSSI. Mitigation is therefore not required to ensure compliance with national or local planning policy or guidance. However, within the application a commitment had been made to delivering improvements to the Common to address previous concerns raised and based on the delivery of net gain. Consequently, whilst the improvements are not required, because the applicant has made a commitment to their delivery, the applicant has proceeded with the project development. Options have been discussed with both Natural England and the County Ecologist. It became clear that there were gaps in knowledge of the hydrology and hydrogeology of the Site, the interaction between those matters and the site ecology which would assist in making future decisions about the management of the Site. Consequently, the applicant commissioned Wardell Armstrong, who have expertise in the relevant geological, drainage and ecological specialisms, to work with the management team at Shortheath Common to develop an investigation programme and a follow up monitoring strategy to build knowledge of the Site. The monitoring programme has been tied to the life of the ERF. The proposed works will be treated as planning gain rather than mitigation, as mitigation is not required. This is covered in more detail in the [community benefits](#) section of this commentary.

Site-wide enhancement measures, wider site enhancements and mitigation management plans

736. The **ES, Volume 1, chapter 6** documents the site enhancement measures, wider site enhancement measures and mitigation measures proposed. Further information was also requested under Regulation 25 request 1. This was provided in December 2020 and is set out in the relevant parts of **ES, Volume 3**.
737. The County Ecologist has welcomed the proposals put forward for the additional Site to be actively managed, and the outline management is, at this

- stage, acceptable. The detail of the management plans and ongoing monitoring will be covered by the accompanying section 106 agreement.
738. In relation to protected species, the proposed mitigation for the construction of the facility has been accepted by the County Ecologist subject to CEMP control and applicant's proposed mitigation as set out in **ES Volume 1, Chapter 6 and associated appendices, Regulation 25 Response - Ecology (December 2020) and Clarification Response - Ecology (2 June 2021)**.
739. The applicant has indicated that the proposed Landscaping Scheme has been designed to maximise biodiversity opportunities within the development areas and the extensive living walls proposed as part of the design would also help deliver biodiversity benefits. The applicant has stated that it is confident that the living wall will make a significant contribution to biodiversity, because there is no allowance within the metric for calculation of vertical planes, so no value was assigned for these features.
740. The applicant provided additional information on the delivery and maintenance of the living wall at the Leeds Recycling and Energy Recovery facility as part of the Regulation 25 process and this is included in document such as the **Landscape and Visual Effects Clarification Report (December 2020) and clarification information from the applicant (August 2021)**.
741. Additional information was also provided demonstrates that there would be no material effect on wildlife within the National Park.
742. Atkins recommended the inclusion of a planning condition requiring a Preliminary Ecological Appraisal of the proposed compound location to be completed, and any mitigation recommendations agreed with Hampshire County Council and implemented by the applicant, prior to commencement of the development. The Preliminary Ecology Appraisal will be addressed through the section 106 agreement. This will include the requirement for a full Ecological Impact Assessment, with a fully assessed and detailed mitigation strategy leading from the assessment of impacts of construction /operation /post operation, and with 10-year post restoration management and monitoring of the mitigation measures. The assessment will need to meet the requirements set out in the relevant [CIEEM guidelines](#).
743. The applicant provided a more robust justification of assessment regarding air quality impacts on locally designated sites as set out in **Environmental Statement Volume 5 Additional Environmental Information (14 December 2020)** in response to Regulation 25 requests (Reg 25 request 1 and 2) and a subsequent Regulation 25 request (Reg 25 request 4) was also issued and the response to this is document in the **Ecology Report (June 2021)** and associated supporting documents. Habitats Regulation Assessment work is also relevant to the assessment of air quality.
744. Conditions relating to the living wall, planting, air quality, lighting and the requirement for a Construction Environmental Management Plan and protected species covering ecological matters are included in **Appendix A** to help mitigate the development. In order to effectively mitigate the development, there will be a need for a section 106 legal agreement to be

secured prior to commencement, with a detailed management plan of the offsite mitigation/ enhancement and an ecological appraisal of the construction period. Long term management of these offsite sites will be secured for 30 years.

745. A condition is included on the submission of a Biodiversity Mitigation and Enhancement Plan to provide more information on the measure identified in **Chapter 6 of the Environmental Statement**. This addresses the issues raised by Natural England.

Links to air quality

746. **ES Volume 3, Appendix 8.5** also set out and ecological interpretation of the **Air Quality Assessment** initially undertaken. This assessed the effects of emissions to air on sensitive ecological receptors as a consequence of the operation of the facility. This was based on dispersion and deposition modelling set out in the Emissions Modelling report and with reference to Environment Agency, IAQM and APIS advice. Having due regard to the sensitivity of ecological receptors, background levels and process contributions, no significant effects have been identified as a consequence of proposal.
747. With respect to Shortheath Common SAC, following advice by Natural England a small magnitude exceedance of screening thresholds for acid deposition has triggered the requirement for the Competent Authority to carry out an Appropriate Assessment. Evidence to inform the Appropriate Assessment was also provided in a Habitats Regulations Assessment Report, which assesses air quality impacts of the proposal in combination with other plans and projects.
748. During the early stage of the assessment works it was identified that the proposed facility would be likely to result in an above 1% process contribution for some emission from the ERF at some nature conservation sites. Consequently, it was not **considered** to be acceptable to completely rule out potential for some degree of impact at Shortheath Common SAC/SSSI at the earliest stages of the planning process. Consequently, the applicant began to develop proposals for ecological enhancement that would clearly and demonstrably outweigh any potential residual impact.
749. Following the first round of public consultation, the applicant proposed enhancement and mitigation works to be undertaken at local designated sites as part of the overall mitigation in relation to impacts on ecology and biodiversity (from air quality), within, but not exclusively, a 10km radius of the proposed facility. One such site is Shortheath Common (SAC) situated due south of the site, approximately 5km away. This site is managed by the County Council's Countryside Service, in conjunction with Natural England, and was seen as a potential receptor site. Numerous meetings have taken place between Veolia, the County Council and Natural England on this proposed mitigation and agreement has been made on this approach with Veolia informally and as the application evolved. A scheme of groundwater monitoring and other long-term management and monitoring and improvement works for the SAC were discussed and agreed upon, with the

applicant funding this. This is welcomed as a positive contribution to the management of this site but cannot be considered as mitigation of any adverse effects and therefore cannot be taken into account when determining the application.

750. The No Wey Incinerator Action Group has raised concerns about the delivery and efficacy of the ecological and biodiversity improvements and enhancements at Shortheath Common SAC and other receptor sites. They indicated that mitigation needs to be directed as offsetting the specific adverse effects of the proposed development, not provide a general improvement in the management of a Site. Secondly, works such as this that are necessary for the long-term management of a European designated site are the responsibility of Member states to implement. Such necessary management must be implemented in any event and is not therefore mitigation of adverse impacts caused by a development.
751. The Waste Planning Authority employed Atkins to undertake an independent assessment on air quality which has links to ecology, Atkins concluded that the applicant's assessment was generally found to be comprehensive with conservative assumptions built in to give robust conclusions. More information on this is set out in the Air Quality section of [Impact on health, safety and amenity](#).

Habitats Regulation Assessment (HRA) and Appropriate Assessment

752. The [Habitats Regulation Assessment \(HRA\)](#) sets out more information on the HRA process, including the findings.
753. Following submission, concerns were raised about the ecological impact of the proposal. Representations received as part of the planning process, including from the No Wey Incinerator Action Group, that considered that no meaningful in-combination assessment has been made in the screening stage of the HRA. As a consequence, there is potential for likely significant effects on other European protected sites and from other air pollutants when the ERF is assessed in combination with other plans and projects. Following the submission of the application, both Natural England and the County Ecologist also raised concerns over the assessment of ecological and nature conservation impacts within the **ES, Volume 1, Chapter 4** and associated documents. It was considered that there was insufficient information to allow the Waste Planning Authority to undertake the HRA. Therefore, further information was requested about the mitigation presented in summary (compensatory works of unspecified nature, complexity or timings, with no certainty of delivery for Shortheath Common) in order for the County Council to complete the HRA as part of Regulation 25 request 2 (November 2020). This was set out in **Environmental Statement Volume 5 Additional Environmental Information (14 December 2020)**. A subsequent Regulation 25 request (Reg 25 request 4) was also issued and the response to this is document in the **Ecology Report (June 2021)** and associated supporting documents.

754. As set out in the [Habitats Regulation Assessment \(HRA\)](#) section of the report, the HRA Screening undertaken identified likely significant effects on the integrity Shortheath Common SAC and Wealden Heaths Phase II SPA, and Woolmer Forest SAC.
755. The Waste Planning Authority employed Atkins to undertake an HRA assessment of the application. As set out in the [Habitats Regulation Assessment \(HRA\)](#) section of the report, the HRA and Appropriate Assessment undertaken concluded no significant effects from the proposal. This was subject to consultation as part of Regulation 25 request 5, including with Natural England. The No Wey Incinerator Action Group raised concerns that there is a legal requirement to consider the effects of the scheme ‘in combination’ with traffic growth as well as the distribution of mapped habitats used in the assessment. The assessment undertaken for the Whitehill & Bordon green town identified the potential for significant air quality impacts across Shortheath Common SAC. East Hampshire District Council has confirmed that it will consider in combination effects of this proposal, if permission is granted, with provisions of its emerging plan. Atkins reviewed the Reg 25 response (June 2021) and agreed with Veolia’s air quality and ecology experts that the in-combination effects on the SAC (and designations at Whitehill/A325) would not be significantly affected either now or as a result of the Emerging Plan which East Hampshire has said (and been made aware of its role to have to) that will need to incorporate as the Plan continues to emerge. Atkins agree that it is considered a reasonable assumption on the part of the applicant that, given there are only minor roads within 200m of Shortheath Common SAC which do not include the B3004 (which is over 200m from the SAC), there would be no likely significant in combination effect at this site as a result of traffic generated by other proposed plans and projects.
756. In responding to Regulation 25 request 1, No Wey Incinerator Action Group also questioned that lack of data included in the HRA on the impact of acid deposition on the Wealden Heaths SPA, claiming that SPA qualifying features are not regarded as sensitive to acid deposition. Jonathan Cox, representing the Action Group indicated that the HRA should include data on the impact of acid deposition both alone and in combination on the Wealden Heaths SPA and in the absence of this, it cannot be concluded that there is no likely significant effect on the Wealden Heaths SPA from acid deposition, when assessed in combination with other plans and projects. Atkins reviewed the response by the Action Group and conclude that in stating that there is “no expected negative impact on the species due to impacts on the species’ broad habitat” (in relation to impacts of exceedance of the acidity critical load on the qualifying features of Wealden Heaths Phase 2 SPA), evidence website supports the assertion that the qualifying features are not regarded as sensitive to acid deposition. Atkins therefore disagreed with the position taken by the Action Group.
757. Furthermore, Natural England has raised no concerns on these matters and advised that is had no comments to make with regard the HRA and Appropriate Assessment and was satisfied with the conclusions.

Conclusions on impacts on ecology:

758. The assessment work undertaken shows that there would be no significant effects on European and internationally designated conservation sites either directly or indirectly. The HRA and Appropriate Assessment undertaken is to the satisfaction of the County Council, as competent authority, and Natural England that was satisfied with the conclusions. Proposed mitigation measures to address any potential impacts on protected species are to the satisfaction of consultees. The proposed landscaping also has associated biodiversity benefits, including the living wall. BNG is achieved through on and off-site enhancement.
759. Conditions relating to a Biodiversity Mitigation and Enhancement Plan, the living wall, planting, air quality, lighting and the requirement for a Construction Environmental Management Plan and protected species covering ecological matters are included **in Appendix A** to help mitigate the development. To effectively mitigate the development, there will be a need for a section 106 legal agreement secured prior to commencement, with a detailed management plan of the offsite mitigation/enhancement and an ecological appraisal of the construction period. The applicant's assessment of ecology in relation to air quality has been found to be comprehensive.
760. Taking all matters in account and on the basis of the mitigation measures proposed, the conditions included in **Appendix A** and the completion of a section 106 agreement which included the requirement for a detailed management plan, the proposal is considered to be in accordance with Policy 3 (Protection of habitats and species) of the [HMWP \(2013\)](#). The proposal complies with the NPPF (2021) in avoiding significant harm to ecological resources; avoiding physical damage or indirect impacts of more than minor significance on irreplaceable habitats and taking opportunities to enhance biodiversity in and around the development. By achieving an excess of 10% Net Gain both on and off site, it also complies with the requirements of the [Environment Act \(2021\)](#) in terms of BNG.

Impact on health, safety and amenity

761. Waste management activities should not give rise to pollution or negatively affect the environment or a community excessively or unnecessarily. Waste developments must be managed safely to ensure they do not become a serious threat to public health, damage the environment, or become a nuisance, as this can affect the quality of life of Hampshire's communities. All planning applications will need to demonstrate how issues associated with public health, safety and amenity are being suitably and sustainably addressed. Development which is appropriately located, designed and managed to high standards is less likely to give rise to health and safety concerns.
762. Paragraph 174 of the [NPPF \(2021\)](#) 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’.

763. In relation to pollution control and associated health issues, Government policy concerning pollution control is most clearly set out within the [NPPF \(2021\)](#), the [NPPW \(2014\)](#) including its supporting planning practice guidance. Paragraph 185 of the [NPPF \(2021\)](#) 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’.*
764. This is supplemented by Paragraph 7 of the [NPPW \(2014\)](#) which states that *‘waste planning authorities should consider the locational implications of any advice on health from the relevant health bodies. Waste planning authorities should avoid carrying out their own detailed assessment of epidemiological and other health studies’, and ‘concern themselves with implementing the planning strategy in the Local Plan and not with the control of processes which are a matter for the pollution control authorities’.*
765. Paragraph 005 (Reference ID: 28-005-20141016) 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 Appendix B of National Planning Policy for Waste. Other ways in which they can deal with this include: putting in place suitable planning conditions, and adequate enforcement and monitoring working closely with Environmental Health colleagues consultation with Public Health England and the Environment Agency (which is mandatory in certain cases) for advice on public health matters and pollution control ensuring land raising or landfill sites are restored to beneficial after-uses (e.g. agriculture, biodiversity, forestry, amenity) at the earliest opportunity and to high environmental standards’.*
766. The Waste Planning system’s focus is on the assessment of a proposal in terms of likely impact on the local environmental and on amenity and to address other material considerations. 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. Minerals and waste development should not:

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

The potential cumulative impacts of minerals and waste development and the way they relate to existing developments must be addressed to an acceptable standard.

767. Policies CP25 - Flood Risk, CP26 - Water resources/water quality and CP27 – Pollution of the [East Hampshire Local Plan – Joint Core Strategy \(2014\)](#) all relate to aspects relating health, safety and amenity. Policy CP27 - Pollution of the [East Hampshire Local Plan – Joint Core Strategy \(2014\)](#) in particular states development must not result in pollution which prejudices the health and safety of communities and their environments. It states that *‘developments that may cause pollution, and developments sensitive to pollution, will only be permitted if they are appropriately separated and designed to remove the risk of unacceptable impacts. Engineering or administrative controls may be required to provide sufficient protection to focus on reducing pollution at source. Development which includes a lighting scheme will not be permitted unless the minimum amount of lighting necessary to achieve its purpose is proposed. Glare and light spillage from the site must be minimised. In determining an application, consideration will be given to the aesthetic effect of the light produced and to its effect on local residents, vehicle users, pedestrians and the visibility and appreciation of the night sky. Development will not be permitted if it would have an unacceptable effect on the amenity of the occupiers of neighbouring properties through loss of privacy or through excessive overshadowing’.*
768. Emerging Policies DM5: Amenity, S25: Managing flood risk and DM29: Water quality and water supply of the [East Hampshire Draft Local Plan \(2017-2036\)](#) has not been publicly examined so can only be given limited weight in decision making.
769. The [Waste Incineration Directive](#) (WID) requires adherence to specific emission limits for a range of pollutants and assessment criteria are set out in national air quality standards which set the objectives to be achieved. The

regulatory system for ensuring compliance with the WID in relation to the design and operation of the facility is the Environmental Permitting system which is in the jurisdiction of the Environment Agency. The purpose of the Environmental Permit is to ensure that the plant is designed and can operate without damage to the environment or harm to human health resulting from pollution such as airborne particles and direct run-off from the facility and ensure that emissions from the proposed stack meet regulatory standards. The Environmental Permit will prevent pollution through the use of measures to prevent the release of substances to the environment to the lowest practicable level. It ensures ambient air and water quality meet standards that guard against impacts to the environment and human health. The determination of a Permit assesses odour, noise, vibration, accidents, fugitive emissions to air and water, releases to air, discharges to ground water, global warming potential and the generation of wastes. They set up operating conditions, technical requirements continuous monitoring as well as emission limits values to meet the requirements of the Industry Emissions Directive and other relevant legislation.

770. The Environment Agency carry out unannounced inspection visits to ensure facilities 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. The Environment Agency has advised that the development may require an Environmental Permit, a variation of an existing permit or an exemption from an Environmental Permit and that the applicant must ensure that the operations at the Site are in accordance with the [Environmental Permitting Regulations 2008](#). This process would be subject to public consultation.
771. 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. 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](#)).
772. The applicant has applied to the Environment Agency for a Waste Permit. The permit application is a variation. A [draft permit](#) was issued for consultation until 18 February 2022. Technically the draft permit is a variation of the site's current permit for the operational Alton materials recovery facility (MRF) to allow the addition of the new energy from waste plant.
773. Overarching concerns about potential pollution associated with the proposal were raised throughout the planning process.

774. The remaining part of this part of the commentary, deals with issues by theme. These are as follows:
- [Emissions to the atmosphere \(air quality\)](#);
 - [Emissions to land](#);
 - [Human health](#); (including the control of litter and vermin);
 - [Noise and vibration](#);
 - [Dust](#);
 - [Lighting](#);
 - [Odour](#);
 - [Bird strike](#);
 - [Public safety safeguarding zones](#);
 - [Impact on public strategic infrastructure](#); and
 - [Cumulative impacts](#).
775. The potential [impact on coastal, surface or groundwaters and flooding](#) is dealt with in a separate part of this commentary.
776. It is important to note that many of the issues noted above will be fulfilled by minerals and waste operators adopting appropriate management systems such as International Standards Organisation controls and other operational controls. An Environmental Management System (EMS) would be operated at the site to manage and monitor the following potential public amenity issues such as rodents and other pests, dust and odour, fire and litter.

Emissions to the atmosphere (air quality)

777. Waste developments can have an adverse impact on air quality without appropriate mitigation. This can lead to wider impacts such as on health and habitats.
778. [IAQM guidance 'Land use planning for air quality' \(2017\)](#) provides planning authorities with guidance on sound decision, having regard to air quality.
779. Part a of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not release emissions to the atmosphere, land or water (above appropriate standards). Issues such as emissions to surface water, sewer and air, odour, noise and vibration, monitoring and reporting of emissions will be considered by the Environment Agency when assessing the Environmental Permit.
780. **ES Volume 1, Chapter 8** of the application assesses the air quality impacts of the proposal. Detailed dispersion modelling of emissions has been undertaken using a number of conservative assumptions. This concluded that the main air quality effect would be as a result of emissions from the stack of the ERF.
781. The effect of pollutants which have the potential to accumulate in the environment has been considered in **Appendix 8.4 – Human Health Risk Assessment**. The assessment has concluded that the significance of effect is 'not significant'.

782. The proposal also has the potential to cause impacts associated with emissions from development-generated traffic. A qualitative assessment of vehicle emissions has been undertaken (see set out in **Environmental Statement Volume 1, Chapter 8, Volume 5 Additional Environmental Information (14 December 2020)** and within a subsequent Regulation 25 request (Reg 25 request 4) was also issued and the response to this is document in the **Ecology Report (June 2021)** and associated supporting documents.
783. This has concluded that the effect of vehicle emissions is predicted to be 'not significant'. **ES Volume 2 figures 8.8-8.24** sets out the dispersal modelling undertaken. A qualitative analysis was undertaken, which takes into account the control measures in place and the distance to the nearest receptors. This has concluded that the impact of the operation of the proposal would be 'not significant'.
784. Any gases generated during the combustion process would be cleaned before being released into the atmosphere to the standards required to protect human health and the environment. The facility would be served by a flue gas treatment system and associated reagent storage silos. The treatment plant would comprise a system that includes activated carbon injection, lime scrubbing, and fabric filters. This would be designed to ensure that the plant operates within the emission limits set out in the [Industrial Emissions Directive](#) (IED). The requirement to achieve the required emission standards would be set out within the Environmental Permit.
785. NO_x levels would be managed through careful control of combustion air and selective non-catalytic reduction (SNCR). This involves the injection of urea into the combustion chamber directly into the hot flue gasses above the flame. The urea reacts with both nitrogen oxide (NO) and nitrogen dioxide (NO₂) to form nitrogen, carbon dioxide and water.
786. Acid gases produced during the combustion process would be removed by injecting dry lime into the flue gas stream to act as a reagent to reduce concentrations of acid gases, such as sulphur oxides (SO_x) and hydrochloric acid (HCl). Neutralisation of the acid gases would take place as they react with the lime. The residual material would be recovered at the outlet of the flue gas scrubbing system.
787. Powdered activated carbon (PAC) would be injected directly into the flue gas stream to act as an adsorbent to remove volatile metals, dioxins and furans from the flue gases.
788. The flue gases containing the reagents described above would pass through a reaction chamber and into a bag filter arrangement where reaction products and un-reacted reagents solids would be removed from the flue gases.
789. The fabric filter would be divided into at least four separate compartments allowing for maintenance. The treated flue gas passes through an induced draught fan into the stacks for release to the atmosphere. Regular bag filter cleaning would be performed on-line by pulsing compressed air through the filter bags. The Air Pollution Control residues would be collected in fully

enclosed hoppers beneath the filters from where it would be recycled back into the flue gas stream at the top of the reaction chamber. The dosing rate for the acid gas reagent would be controlled by the upstream acid gas pollutant concentration measurements and proportioned to the volumetric flow rate of the flue gases. As fresh reagents are added an equivalent quantity of residues collected from the bag filters are removed. The bags are routinely inspected and tested to assess wear and tear rate and replaced on a planned basis to minimise failure. Bag failure, albeit it an infrequent occurrence, would be identified by an automated system. The compartment containing the failed bag would be isolated and then the damaged bag replaced. The plant would be capable of operating at full capacity with one compartment off-line whilst maintenance was being undertaken. Spare bags would be held on Site and installed immediately after a failure occurs. This system is used in all of the applicants UK ERFs and has been shown to operate very effectively, enabling Veolia's ERFs to consistently operate within the strict environmental standards stipulated within the Environmental Permits, under which each of the ERFs are regulated. Furthermore, the applicant has indicated that there are national trials which look to reuse Air Pollution Control residues so in the future this may be able to be managed more sustainably.

790. Following cleaning, the combustion gases would be released into the atmosphere via the stacks. Emissions from the stacks would be continuously monitored using a Continuous Emission Monitoring System (CEMS) for the following pollutants:
- Particulates;
 - sulphur dioxide;
 - hydrogen chloride;
 - carbon monoxide;
 - nitrogen oxides;
 - ammonia; and
 - Volatile Organic Compounds (VOCs) expressed as total organic carbon.
791. There would be two CEMS systems, one per waste incineration line, and an installed back-up which can operate on both lines in-case of a CEMS failure. In addition, there would be periodic monitoring of hydrogen fluoride, metals and dioxins and furans.
792. The emissions monitoring would be reported in accordance with the Environment Agency's requirements for the operation of the facility.
793. The proposed stacks would be 80m high from ground level. Details of the stack height and air quality modelling are provided in **Chapter 8 of the Air Quality Assessment**.
794. Concerns have been raised about the burning of waste contributing towards the unwanted effects of climate change because rather than being climate neutral, incineration actually emits substantial amounts of carbon dioxide. Some representations also noted the statements included in the [A Wasted Opportunity? EU Environmental Standards for Waste Incineration Plants \(2018\)](#) which it was indicated included clear statements regarding out-dated

- and ineffective legislation and operations. These are noted. Representations also raised concerns that the burning of commercial waste, releasing significant amounts of noxious gases and particulate matter, will have a detrimental impact on air quality and a damaging effect on human health. These concerns are acknowledged. These issues are regulated via the Environmental Permit. For the proposed facility to operate, it will need to satisfy permitting requirements.
795. Concerns were also raised over the impact of emissions on human health, in particular with regards to additional nitrogen and sulphur oxides contained within the exhaust plume of the facility. Of particular concern is the possibility of emitting dioxins, which can result from the incineration of plastics, and which are toxic even in small concentrations. The potential for the proposal to also influence the [Waverley Air Quality Management Area \(AQMA\) No. 1 – Farnham](#) was also a concern. The AQMA is an area that encompasses parts of Farnham town centre. The A31 runs approximately 50m from its southern boundary. It was created in 2007 due to high level of Nitrogen Dioxide (NO₂) caused by vehicles on the road network. No Wey Incinerator Action Group also raised concerns that no assessment has been undertaken of the backup diesel generators, which can give rise to very high levels of nitrogen oxides (NO_x) emissions. By excluding these emissions from the assessment, the impacts of the scheme will have been underpredicted. Both Public Health and Public Health England raise no health-related air quality issues. The Environmental Permit would control any emissions.
796. Taking into account the importance of climate change and air quality issues, the Waste Planning Authority appointed Atkins to independently review of both the air quality submissions and assessments within the submitted application and **Environmental Statement** (ES) and numerous responses by the relevant consultees and interested/affected third parties on this same matter. Atkins reviewed the Applicant's air quality and climate change chapters in the **ES** and supporting documentation, statutory consultee responses and the No Wey Incinerator Action Group's own third-party assessment. The Applicant's assessment for air quality was generally found to be comprehensive with conservative assumptions built in to give robust conclusions. Some exceptions apply, in particular to in-combination effects at habitat sites. On the basis of the air quality and climate review, it was suggestions were made by Atkins on additional information.
797. Following this review, a Regulation 25 request was issued (Reg 25 request 2 (November 2020) requesting further information / updates to the **ES** relating to the proposed development's significant environmental effects in respect of air quality, construction-related air quality, operational-related air quality (and in conjunction with the required information on ecology and nature conservation, climatic impacts, the vulnerability of the project to/from climatic impacts and greenhouse emissions. Some of the above relate to wider [climate change](#) and [energy](#) policy issues so are covered in the relevant sections of this commentary
798. This information was submitted and did not provide any changes to the original ES assessment. The information has been considered by Atkins who

generally concurred with the Applicant's conclusions for air quality, other than regarding the above bullet points and certain points of detail to provide additional confidence, as highlighted throughout the review.

799. No Wey Incinerator Action Group provided a further response on air quality matters as part of the response to Regulation 25 requests 1 and 2. This indicated that the assessment of impacts from air pollution on European sites, and therefore conclusions that there will be no adverse effects on Shortheath Common SAC, are unreliable. It was also noted that: high potential exists for the construction compound to have significant impacts on protected species due to a lack of baseline information; the impacts of the ERF's operational air quality on locally designated ecological sites have not been fully assessed; no mitigation to prevent harm from pollutant levels has been provided; and that the assessment of traffic-related emissions to air, specifically NO_x and NH₃ concentrations, and in-combination with live projects' non-traffic emissions, have been incorrectly modelled. Atkins reviewed the response received from the Action Group in relation to the Regulation 25 consultation and concluded that no additional recommendations were required with respect to air quality, beyond those already provided within previous Atkins reviews.
800. The review noted that a key concern of many objectors to the proposed development relates to a common assumption as to a likelihood of adverse human health effects due to stack emissions. The operational plant emissions have been assessed using appropriate methods and conservative assumptions. The results have been compared to relevant health criteria in the ES, and the results of dispersion modelling indicate that the facility stack contributions and resultant environmental concentrations of all pollutants considered are of "negligible" significance. A **Human Health Risk Assessment** has been carried out using an appropriate and internationally recognised method and with conservative assumptions. This has been accepted by Public Health England. More information on this can be found in the commentary section on [human health](#).
801. In accordance with the approach set out within paragraph 5 of the [NPPGW](#), the Waste Planning Authority has taken advice from the Environment Agency, Public Health England, Public Health Hampshire County Council and East Hampshire District Council's Environmental Health Officer on air quality issues to test the suitability of the site for waste development in this regard.
802. East Hampshire District Council objected to the proposal when the application was initially consulted upon on the grounds of the emissions. However, Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to a condition relating to the submission of a Construction Environmental Management Plan. This condition is included in **Appendix A**.
803. The [Environment Act \(2021\)](#) will deliver key aspects of the Clean Air Strategy. If the Bill is approved by Parliament in its current form, then it will introduce a legally binding duty on the government to reduce the annual average level of PM_{2.5} in ambient air. Although the Act does not stipulate the level this states that the Secretary of State must set regulations to set the target for annual average levels of PM_{2.5}. The current level set in UK legislation (the Air Quality

Assessment Level (AQAL) is 20 µg/m³. The recommended guideline value within the [World Health Organisation \(WHO\) Air Quality Guidelines 2005](#) for PM_{2.5} was 10 µg/m³.

804. [Updated Guidelines](#) published by the WHO in September 2021 which recommended a guideline value for PM_{2.5} of 5 µg/m³. Although only guidance and not translated into national policy and guidance at this stage, its consideration is of relevance to the application. It is also possible that the Secretary of State will set targets at either of the WHO recommendations or set an independently determined target.
805. On the back of the new guidelines and the [Environment Act \(2021\)](#) (formerly known as the Environment Bill), the Waste Planning Authority wrote to the applicant asking for clarification on the different levels presented in the Bill and the guidance and whether this makes a difference to the assessment undertaken as part of the application. The applicant responded indicating the following:

'At the point of maximum impact of emissions from the stacks of the Proposed Development the predicted contribution is 0.07 µg/m³. This assumes that the plant operates at the emission limit for total dust, and all this dust is in the PM_{2.5} fraction. In reality the plant will operate below the emission limit value and most of the dust emitted will be larger than PM_{2.5}. The following table sets out the impact of PM_{2.5} assuming continual operation of the plant at the emission limit for total dust, and all this dust is in the PM_{2.5} fraction. The impact has been compared to the existing AQAL, which remains the appropriate assessment level. and the WHO 2005 guideline which was appropriate at the time of submission of the application and the more recent 2021 guideline value.'

Standard	AQAL (µg/m³)	Point of Maximum Impact		Maximum Impacted Receptor	
		Concentration (µg/m³)	As % standard	Concentration (µg/m³)	As % standard
AQAL	20	0.073	0.36%	0.071	0.35%
WHO 2005 Guideline	10		0.73%		0.71%
WHO 2021 Guideline	5		1.46%		1.41%

As shown assuming that the entire dust emissions consist of only PM_{2.5} would mean that the impact would be 0.73% of the WHO 2005 guideline, and 1.46% of the recently published WHO 2021 guideline.

As set out this conservatively assumes that the plant continually operates at the emission limit for total dust and that all the dust emitted consists of that in the PM_{2.5} fraction. This is an overestimate as the plant would be

offline for periods of maintenance, would operate below the emission limit and not all the dust would be in the PM_{2.5} fraction.

Based on the assessment criteria applied for planning from the Institute of Air Quality Management (IAQM) the impact can be described as negligible irrespective of baseline concentrations if the annual mean process contribution is less than 0.5% of the AQAL. If the AQAL were changed in the future to apply the most stringent guideline from the WHO the level of PM_{2.5}, then if the level of PM_{2.5} in the exhaust gases remains below 1.7 mg/Nm³ (or 34% of the emission limit value) the maximum process contribution would remain less than 0.5% of the WHO 2021 guideline value and the impact would still be described as negligible irrespective of baseline concentrations.

Historically there has been limited information on the speciation of PM from energy from waste plants owing to the low concentrations of PM in the exhaust gases. However, the Environment Agency has included conditions in recent Environmental Permits to include monitoring of speciation of PM in the exhaust gases into the PM₁₀ and PM_{2.5} fractions. The results of this analysis are reported to the Environment Agency as a condition of the Environmental Permit and are therefore publicly available. This has shown that the maximum PM_{2.5} emission concentrations reported is approximately 0.2 mg/Nm³, which is only 4% of the total dust emission limit for the proposed ERF. Assuming the proposed ERF operated at this level the impact of the proposed ERF would be negligible irrespective of baseline concentrations and does not change the conclusions of the ES.

In summary, the Environment Bill introduces a legally duty on the government to reduce the annual average level of PM_{2.5} in ambient air. Although the Bill does not stipulate the level, this is likely to be derived from the WHO guidelines.

The applicant has reviewed the results set out in the ES submitted with the planning application to determine the effect of imposing a more stringent limit for PM_{2.5} in ambient air. This has shown that emissions of PM_{2.5} from the stack could be up to 34% of the emission limit value for total dust and the impact of the proposed ERF would still be described as negligible irrespective of baseline concentrations. A review of monitoring from existing facilities has shown that typically emissions of PM_{2.5} are well below this level and that consequently the contribution of the facility would still be less than 1%. Therefore, the impact of the proposed ERF would be negligible irrespective of baseline concentrations and does not change the conclusions of the ES.

806. Further to the above, the Waste Planning Authority requested further evidence to demonstrate the above under Regulation 25 (11 October 2021). This information (**Clarification Response from the Applicant (1 October 2021)** and **Regulation 25 Response from the Applicant (13 October**

- 2021))** provided more evidence of Monitoring of PM_{2.5} from a comparable ERF facility. This was subject to public consultation (Regulation request 5).
807. The No Wey Incinerator Action Group responded to the consultation questioning the information presented by the applicant and why the other more stringent of the two PM_{2.5} targets covered by the Environment Bill had been ignored and why only one of the WHO air quality guidelines has been assessed. The Action Group questioned why assessment against the guideline for annual mean PM_{2.5} was necessary, when assessment against the other guidelines was not. These concerns are acknowledged. What is critical here is that the plant will need to be compliant with any emissions targets which are brought into place during its operation to ensure it can continue to operate. It is also important to note that Public Health England did not raise any concerns about the assessment work undertaken. Atkins also reviewed the response made by the Action Group and, although agreed that the response from the applicant did not mention the long-term target for population exposure, did not agree that that the response is misleading in terms of whether it would make a difference to the air quality assessment. It was also noted that these targets are yet to be set in regulations. Furthermore, they noted that given that PM_{2.5} is the only WHO standard currently under consideration for inclusion in UK Air Quality System (AQS) objectives (under the Environment Bill), that it was appropriate for the applicant to have addressed only the WHO PM_{2.5} annual mean guideline as a potential future UK AQS objective relevant for planning purposes.
808. The air quality assessment has shown a negligible impact is expected with regards to total PM_{2.5} concentrations at receptors relative to the current AQS objective. The Waste Planning Authority is satisfied that the applicant assessed the targets required of it. Furthermore, whilst it has been of importance to consider the potential impacts of the Act and on relevant air quality targets, this planning application cannot be considered on targets which may or may not come in the future. It can only be determined on the information before the Waste Planning Authority at this current time. In the event that increased targets are brought forward in national guidance and regulations, it will be the application of these regulations, at that point in time to guide this process. The regulatory regimes have a role to play here and as set out in earlier parts of the commentary and the Waste Planning Authority has to assume that these regulatory functions will operate accordingly. It is a matter for the Environment Agency, as the future regulator of the facility, to consider the need for any revisions to emissions. Given that the assessment demonstrates no significant adverse effect, and the basis for the results from modelling is sound, this matter is not for further consideration at planning. The facility will be subject to continuous monitoring and reporting requirements to demonstrate adherence to whatever ELV is set by the permitting authority.
809. The planning system has to defer to the governments approach on public concern about the potential health impacts and in such matters these are safeguarded by Public Health England in accordance with paragraph 185 of the [NPPF \(2021\)](#). Public Health England were consulted on the planning application and in relation to air quality. As set out under the section on human health, they were satisfied that the approach taken in the **Human**

Health Risk Assessment is appropriate and the operator has adopted conservative but not over-precautionary approaches to assessing the potential risks. Public Health England is satisfied that the applicant has approached the Environmental Impact Assessment in a manner consistent with the UK requirements. The County Ecologist, Environmental Health Officer and Environment Agency also agree with the **ES** conclusions.

810. Concerns about the potential links between coronavirus and air quality were raised as part of the planning process. No evidence or issues were raised in connection to the links between coronavirus and air quality from consultees.
811. Concerns were raised about the in-combination air quality impacts in particular with regards to potential use of the link road through Shorth Heath Common. These concerns are acknowledged. It is important to note that the East Hampshire District Council has confirmed that in preparing the documentation to support the Regulation 19 for its emerging Local Plan, that the air quality assessment for the Alton ERF would be taken into account should permission be granted. It is also important to note that the use of the link road will not be on the routing for the proposal. In terms of the impacts on any potential development which may come, this will be modelled as part of the determination of any subsequent planning applications for wider development. The HRA for this process will consider this in more detail.

Conclusions on air quality:

812. The applicant has laid out the steps required to manage emissions through the operation of the plant.
813. Based on the information before the Waste Planning Authority, the further assessment work undertaken, the proposed mitigation measures and the proposed conditions relating to air quality and the requirement for a Construction Environmental Management Plan, as set out in **Appendix A**, the proposal is considered to be in accordance with part a of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#). The Environmental Permitting regime will also regulate this aspect and any changes to emissions targets would be governed by Regulations and permitting should these take place in the future.

Emissions to land

814. Part a of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not release emissions to the atmosphere, land or water (above appropriate standards).
815. **Chapter 9.0 of the ES**, together with the supporting Appendix, sets out an assessment of the likely significant effects of the proposal arising from existing ground conditions, including potential effects of the development on local groundwater.
816. Whilst any emissions to land are largely controlled by the Environmental Permit, further information was included in **ES Volume 5: Additional Environmental Information (December 2020)** which concluded that the

existing design and mitigation measures mitigate the effects of the development to land.

817. A detailed site investigation would be undertaken prior to construction works to identify any residual contamination that may be present and ensure that this is remediated as part of the development. This is covered by condition as set out in **Appendix A**.
818. Concerns were raised in representations about emissions the potential impact on nearby agricultural land. These are acknowledged. No concerns were raised by consultees in relation to emissions to land.
819. A condition is proposed in relation to a Remediation Strategy to deal with the potential risks associated with contamination of the site. This strategy will include a preliminary risk assessment, a site investigation scheme, full details of the remediation measures required and how they are to be undertaken and a verification plan. This is included in **Appendix A**.

Conclusions on emissions to land:

820. Based on the mitigation measures and conditions proposed, the proposal is considered to be in accordance with part a of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#).

Human health

821. Human health has links to wider issues such as air quality, dust and noise etc. The direct impacts on human health may include increased traffic, air pollution, water pollution, dust, odour and noise. These issues are discussed in the relevant sections of this commentary.
822. Potential health impacts are a material planning consideration. However, these impacts should be assessed within the context of planning policy incorporated within the [NPPF \(2021\)](#), [NPPW \(2014\)](#) and its supporting practice guidance.
823. Part b of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not have an unacceptable impact on human health.
824. As already set out, national policy and guidance clearly states that the planning decision should not duplicate pollution controls and should work on the presumption that the pollution control regimes will be properly applied and enforced. These pollution controls will regulate the process, its emissions and any potential adverse health impacts and in this context, there is no requirement in making this planning decision for the planning authority to carry out its own detailed assessment of epidemiological and other health studies, subject to the Waste Planning authority having regard to any locational implications or advice received from the relevant health bodies.
825. Access to energy is clearly beneficial to society and to our health as whole. Paragraph 4.13.5 of the out [National Policy Statement for Energy](#) (NPS (EN-1)) confirms that *'the aspects of energy infrastructure which are most likely to have a significantly detrimental impact on health are generally subject to*

separate regulation (for example for air pollution) which provides for appropriate mitigation of impact so that it is unlikely that health concerns will either constitute a reason to refuse permission or require specific mitigation within the planning decision'. The energy produced from the proposed facility has a potential impact on health and wellbeing.

826. Concerns relating to deterioration in air quality and pollution and associated health impacts are an area of concern raised through the planning consultation on the planning application. These are acknowledged.
827. A **Human Health Risk Assessment** was submitted as part of the **ES Volume 3, appendix 8.4**. This concluded that the impact of emissions of dioxins and dioxin-like polychlorinated biphenyls (PCBs) from the ERF on human health is predicted to be not significant.
828. Atkins was employed by the Waste Planning Authority to review the application from a climate change and air quality perspective and this included aspects of human health. More information is provided in [Climate change, the assessment of Greenhouse Gas Emissions and 2050 – carbon neutral \(Net Zero \)](#) and [air quality](#) sections of the commentary).
829. In accordance with the approach set out [NPPGW](#), the Waste Planning Authority has taken advice from the Environment Agency, Public Health England, Public Health Hampshire County Council and Waste Hampshire District Council's Environmental Health Officer on human health (and air quality as document in the [air quality](#) section of the commentary) issues to test the suitability of the Site for waste development.
830. Public Health (Hampshire County Council) provided comments on the application and the jurisdiction of other agencies in relation to human health. Public Health England was also consulted on the planning application and is satisfied that the approach taken in the **Human Health Risk Assessment** is appropriate, based on well recognised assessment models, and the operator has adopted conservative but not over-precautionary approaches to assessing the potential risks.
831. Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to a condition relating to the submission of a Construction Environmental Management Plan. This condition is included in **Appendix A**.
832. The public's concerns or perceptions in relation to health and air quality are capable of being material consideration in the planning process. However, in order for them to carry significant weight within the planning decision there would need to be reliable evidence to suggest that perceptions of risk are objectively justified, i.e., that the operation of the plant actually does pose an actual risk. This approach is evidenced by planning case law (in *Gateshead MBC v Secretary of State for the Environment*) which indicates that if public concern could not be objectively justified then it could not constitute a material ground for the refusal of planning permission. It is therefore concluded that the Waste Planning Authority has taken appropriate technical advice to satisfy itself that the operation of the facility and its location would not result in any significant health impacts (and associated air quality or pollution impacts).

833. Related to the issue of human health is the control of litter and vermin. Concerns were raised in representations about litter from the existing and proposed facility. The Environmental Permit which would regulate the operation of the facility and would provide the primary control for litter control to ensure that litter does not impact beyond the installation boundary. Experience with modern, well-run energy recovery facilities shows that they should not give rise to such issues predominantly because the waste is contained within an enclosed Waste Reception Hall which is cleaned daily to ensure that material that could attract rodents or other pests does not accumulate. In addition, regular inspections of the ERF would ensure that any releases of litter within and adjacent to it that could attract vermin would be collected and disposed of. A Pest Management Plan will be required as part of the Environmental Permit.
834. In terms of measures to ensure human health, all delivery vehicles to the Site would be required to be adequately sheeted, thus avoiding problems associated with residual waste escaping onto the public highway or other areas outside the boundary of the Site. A condition is included in **Appendix A** on this issue. Drivers would only be allowed to un-sheet vehicles after entering the Waste Reception Hall. The applicant has confirmed that any drivers failing to comply with site regulations would be warned and if repeated offences occur, then drivers would be banned from accessing the facility.
835. Furthermore, the boundary of the ERF would be securely fenced which would further prevent any litter being blown beyond the Site boundary. The internal and external boundaries of the facility would be inspected daily, and waste material would be collected and disposed of. A condition is included in **Appendix A** on this issue.
836. Further conditions relating to the unloading of vehicles, tipping of waste within the building, the closure of the tipping doors except to allow for the passage of delivery vehicles and litter picking within the Site boundary are also included in **Appendix A** to mitigate the development.

Conclusion on impact on human health:

837. The assessment work undertaken in relation to human health is considered to be acceptable and shows with the measures proposed, that the impact on human health from the ERF is predicted to be not significant. Taking into account the advice in the national policy and guidance as well as part b of Policy 10 (Protecting health, safety and amenity) of the [HMWP \(2013\)](#), the Waste Planning Authority must assume that the pollution control regime will operate effectively (as set out in the introduction to the section on [Impact on health, safety and amenity](#)) in relation to the protection of public health. The evidence before the Waste Planning Authority is that the operation of the ERF facility would not result in any significant air quality, pollution or health impacts. The proposal is therefore considered to be in accordance with the NPPF, NPPW as well as Policy 10 (Protecting health, safety and amenity) of the [HMWP \(2013\)](#) in relation to health.

Noise and vibration

838. Noise can have wide-ranging impacts on the quality of human, health as well as the use and enjoyment of areas with landscape value. Noise can also have adverse impacts on biodiversity without appropriate mitigation. The nature of the proposal is such that it should not give rise to vibration.
839. Part (c) of Policy 10 (Protecting public health, safety and amenity) of the HMWP (2013) states that Minerals and waste development should not cause unacceptable noise and vibration.
840. The ES has been prepared in accordance with [BSS228-1 2009 +A1 2014 Code of Conduct for noise and vibration on construction and open sites](#). The **Noise and Vibration Assessment** is set out **ES, Volume 1, chapter 7**. The applicant has indicated that the **Noise and Vibration Assessment** has been undertaken to inform and guide the design proposed facility, such that any likely noise and vibration impact on existing and potential sensitive receptors is minimised. The assessment includes:
- a description of the existing sound environment;
 - an outline of the likely evolution of the future baseline sound levels;
 - identification of construction and operation activities that may cause noise effects;
 - predictions of noise levels during the operation phase upon the nearest Noise Sensitive Receptors (NSRs);
 - details of potential cumulative effects where noise from other potential developments may also affect the same NSRs; and
 - likely residual significant effects taking account additional mitigation.
841. Concerns were raised about potential noise during the construction period. These are acknowledged. During the construction period, there would be a variety of noise sources in use at different stages and their associated activities would vary from day to day. The highest noise levels relative to nearest receptors are likely to occur during demolition, piling and infrastructure activities. The peak noise activities do not normally occur over long periods of time and best practical means would be employed to control the noise being generated. It is concluded that the increase in construction noise with the implementation of mitigation measures, using best practice, is likely to result in an impact magnitude classification of negligible at receptors and a neutral level of effect.
842. The assessment of impact on existing residential areas from any increase in road traffic noise during the daytime construction or operational stage of the proposal shows no significant change in noise levels and therefore there is likely to be a negligible to minor magnitude impact at receptors, resulting in a neutral to slight level of effect. It is concluded that the effect would not be significant.
843. In terms of vibration during the construction period, assessment work has shown that there would be a negligible magnitude impact, resulting in a neutral level of effect at the nearest residential receptor and well within guidance limits for nuisance and cosmetic damage. It is concluded that the effect would not be significant

844. Table 20 considers the residual effect of the additional mitigation measures on the predicted operational noise levels, providing information on the predicted noise levels during daytime operations (07:00 to 23:00).

Table 20: Extract from the Noise and Vibration Assessment relating to noise during the daytime – Predicted noise contribution from the proposed development during the daytime (with additional noise mitigation measures)

Receptor Position (Refer to Figure 7.1)	Time Period (0700-2300 hours)	Predicted Rating ¹ Noise Level from Site LAeq _{1hr} dB	Assessment ² Baseline Sound Level LA90 _{1hr} dB [LAeq]	Rating ¹ compared to Baseline Sound LAeq _{1hr} dB	Noise Change ³ LAeq dB
R1. Hawbridge Farm	Daytime	40	47 [56]	-7	+0.1
R2. Rookery Cottage	Daytime	39	49 [54]	-10	+0.1
R3. Bonham's Farm	Daytime	36	48 [55]	-12	+0.1

Note 1: Noise characteristics at receptor locations do not include a penalty. This would be controlled by design.

Note 2: Based on a complete week of baseline sound monitoring at NSRs.

Note 3: Column 6 is calculated by the logarithmic addition of columns 3 and column 4 Leq level in [] and subtraction of the background Leq noise level (i.e. column 4 in []).

845. The rating level in column 5 is therefore in accordance with the methodology found within [BS 4142: 2014+A1:2019](#), which is the most relevant applicable noise assessment guidance. According to [BS 4142: 2014+A1:2019](#), the rating level relative to the assessment baseline noise would indicate negligible magnitude impact at all receptors. The operational noise impacts from the facility are therefore considered to represent a neutral level of effect, and not significant. In relation to the [Institute of Environmental Management and Assessment \(IEMA\) guidelines](#), which consider the increase in existing residual noise and therefore the context of the impact, it can be seen that the magnitude of the impact during daytime periods (final column of table) shows that there is no change in noise level, which indicates a negligible magnitude impact. It is concluded that predicted level of effect that would be experienced by residential receptors would therefore be neutral and not significant.
846. Concerns were raised as part of the consultation process in relation to night-time noise levels and these are acknowledged. Table 21 provides information on the predicted noise levels during nighttime (23:00 to 07:00) activities taking into account the additional mitigation measures.

Table 21: Extract from the Noise and Vibration Assessment relating to noise during the night-time – Predicted noise contribution from the proposed development during the night-time (with additional noise mitigation measures)

Receptor Position (Refer to Figure 7.1)	Time Period (2300-0700 hours)	Predicted Rating ¹ Noise Level from Site LAeq _{15mins} dB	Assessment ² Baseline Sound Level LA90 dB [LAeq]	Rating ¹ Compared to Background Sound LAeq _{15mins} dB	Noise Change ³ LAeq dB
R1. Hawbridge Farm	Night-time	34	30 [45]	+4	+0.3
R2. Rookery Cottage	Night-time	29	34 [43]	-5	+0.2
R3. Bonham's Farm	Night-time	35	32 [44]	+3	+0.5

Note 1: Noise characteristics at receptor locations do not include a penalty, this would be controlled by design.

Note 2: Based on a complete week of baseline sound monitoring at NSRs.

Note 3: Column 6 is calculated by the logarithmic addition of columns 3 and column 4 **Leq** level in [] and subtraction of the background **Leq** noise level (i.e. column 4 in []).

847. According to [BS 4142: 2014+A1:2019](#), the rating level relative to the assessment baseline noise indicates in general a negligible to slight impact magnitude. The night-time operational noise impacts from the facility are therefore considered to represent a neutral to minor level of effect and not significant. In relation to the IEMA guidelines, the magnitude of the impact during night-time periods shows that the change in noise level ranges between +0.2dB and +0.5dB LAeq which indicates negligible magnitude of impact. The predicted level of effect would therefore be neutral and not significant. In summary, no significant noise effects have been identified by the noise assessment in relation to construction or operation of the ERF noise or plant vibration.
848. Table 22 summarises the predicted effects of the construction, and operational of the development.

Table 22: Extract from the Noise and Vibration Assessment relating to predicted effects of the construction, and operational of the development – residual impact at nearest sensitive receptor after mitigation measures

Source	Nature of Effect	Time Period	Impact Magnitude	Level of Effect
Construction noise	Temporary	Daytime	Negligible	Neutral
Road traffic noise (construction)	Temporary	Daytime	Negligible	Neutral
Road traffic noise (operation)	Permanent	Daytime	Negligible	Neutral
Industrial noise (Site operation)	Permanent	Daytime Night-time	Negligible Negligible to Slight	Neutral Neutral to Minor
Construction Vibration	Temporary	Daytime	Negligible	Neutral
Operational Vibration	Permanent	Daytime Night-time	Negligible Negligible	Neutral Neutral
Road traffic vibration	Permanent	Daytime	Negligible	Neutral

849. Construction hours are proposed to be generally limited to 07:00 to 19:00hrs Monday to Saturday. The applicant has stated that it may be possible that some construction activities would be undertaken outside these hours e.g.

installation of equipment into buildings. HGV movements would not be permitted outside these hours without prior agreement from the Waste Planning Authority. The overall construction period would last circa 36 months. Concerns were raised about the operations/operating hours and vehicle numbers for construction activities over a three-year period within the proposed hours of working and these are acknowledged. A condition on construction hours is included in **Appendix A**. The Environmental Health Officer also has public nuisance powers to use with and in addition to planning conditions - if required.

850. As already set out earlier in the report, the Site will be operational throughout the year with HGVs delivering residual waste to the Site on every day, including Bank Holidays but excluding Christmas Day, Boxing Day and New Year's Day. Deliveries of waste, the export of Air Pollution Control residues ('APCr'), and the delivery of consumables would take place primarily between the hours of 07:00 and 19:00 hrs. The applicant states the deliveries outside those hours would be infrequent. The majority of the residual waste managed at the facility would be brought on Monday to Friday. As part of clarification matters associated with Reg 25 request 1 (October 2020), clarification on the potential to reduce delivery hours was sought. This followed concerns being raised by local residents, landowners and other interested parties have raised concerns over and objections to the proposed 07:00 to 19:00 hours for the delivery and departure of materials seven days a week, including Bank/Public Holidays (except Christmas Day, Boxing Day and New Year's Day).
851. With regard to days of operation, the applicant has advised that the majority of operations would be Monday to Friday. Operations on weekends are much lighter. Based on experience at similar plants, only about 10% of deliveries take place over the weekend. Typically, most of the weekend deliveries would be on Saturday morning, amounting to 30 or so loads. These tend to be deliveries from pedestrianised town centres where there are restrictions on when vehicles can service the shops and restaurants there. On Saturday afternoon there would sometimes be two or three loads per hour and rarely any deliveries after 17:00 hours. Sunday and bank holiday deliveries are limited and might make up around 1% of total deliveries. They tend to be specific contracts that are required to be serviced on a Sunday. Often these would be to service Household Waste Recycling Centre sites. Deliveries of reagents and other supplies and exports of Incinerator Bottom Ash do not take place at weekends or outside normal working hours.
852. In relation to the operational phase a number of potential mitigation measures have been proposed to ensure that the resultant operational noise levels are within appropriate guidance and standards. The measures would be based on the employment of Best Available Techniques (BAT) to mitigate any potential peak noise sources.
853. Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to conditions relating to the submission of a Construction Environmental Management Plan and Noise Management. These conditions are included in **Appendix A**. Natural England also requested the submission of Construction Environmental Management Plan (CEMP) including the

management of vibration during the construction phases. Further conditions relating to the construction noise, plant specification, noise levels and hours of working are included in **Appendix A** to mitigate the development.

Conclusions on noise and vibration:

854. The overall assessment of the application shows that there would be no significant impacts in relation to noise and vibration during the construction or operation of the ERF following the implementation of appropriate mitigation in relation to noise. Mitigation measures have been proposed to ensure that the resultant operational noise levels are within appropriate guidance and standards. With the mitigation measures proposed and the additional conditions relating to noise management and the CEMP as set out in **Appendix A**, the proposal is considered to be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#).

Dust

855. The aspects of the development which are likely to give rise to dust are the delivery and unloading of waste. Concerns were raised as part of the planning process in relation to dust.
856. Part (c) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that Minerals and waste development should not cause unacceptable dust.
857. During construction, the potential impacts would relate to demolition, earthworks, construction and the tracking of mud / dirt onto the highway by construction vehicles.
858. **ES Volume 3, appendix 8.2** sets out the **construction phase methodology**. The assessment is based on the risk of a construction site giving rise to dust impacts and the sensitivity of the surrounding area. The risk of dust emissions from a construction Site causing loss of amenity and / or health or ecological effects is related to:
- The activities being undertaken (demolition, number of vehicles and plant etc.);
 - The duration of these activities;
 - The size of the site;
 - The meteorological conditions (wind speed, direction and rainfall);
 - The proximity of receptors to the activity;
 - The adequacy of the mitigation measures applied to reduce or eliminate dust; and
 - The sensitivity of the receptors to dust.
859. The assessment concludes that the quantity of dust emitted is related to the area of land being worked and the level of construction activities, in terms of the nature, magnitude and duration of those activities. The wind direction, wind speed and rainfall at the time when a construction activity is taking place will also influence whether there is likely to be a dust impact. Atmospheric conditions which promote adverse impacts can occur in any direction from a Site. However, adverse impacts are more likely to occur down wind of the

prevailing wind direction and / or close to the worked areas. Impacts are also more likely to occur during drier periods as rainfall acts as a natural dust suppressant.

860. In terms of the operational phase of the development, measures are proposed to manage any dust including fans which will be located in the waste bunkers when the Site is operation which will suck the air into the furnace and be used in the combustion process. This will ensure that dust does not escape the Site.
861. Public Health England was consulted on the planning application and was satisfied that the human health impact from dust has been assessed in accordance with Institute of Air Quality Management guidance. Based on this assessment, the impacts from fugitive emissions of dust are considered to be low. Public Health England note that the operation of the ERF will be subject to an Environmental Permit, the conditions of which would ensure that there are no fugitive emissions of dust beyond the Site boundary. Public Health England is satisfied that the applicant has approached the Environmental Impact Assessment in a manner consistent with the UK requirements.
862. Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to a condition relating to the submission of a Construction Environmental Management Plan which will include the management of dust. This condition is included in **Appendix A**. Further conditions relating to the health aspects such as air quality and pollution are also included in **Appendix A** to mitigate the development.
863. The Waste Planning Authority has is no record of dust issues associated with the existing Site. Dust issues during operation will also be covered by Environmental Permit.

Conclusion on dust:

864. The assessment work undertaken in relation to the potential impacts of dust have been found to be acceptable by consultees. With the mitigation measures proposed and the additional conditions relating to health set out in **Appendix A**, the proposal is considered to be in accordance with part (c) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#).

Lighting:

865. Concerns were raised about potential lighting associated with the proposed development and its operations. Many noted that there was an obvious light emittance from the existing MRF / WTS and its operations. These concerns are acknowledged.
866. Part (c) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause unacceptable impacts from lighting.
867. The existing light sources include the operations and security lighting at the existing site and the development located immediately to the west of the site. Light is also generated from passing traffic on the A31. Street lighting is also present in Holybourne and Alton to the west of the site and in small

settlements in rural areas. This baseline is set out in section 4.4 of the submitted **Lighting Assessment**.

868. Lighting has an impact on the visibility of the Site as the site would be operational on a 24-hour basis. The proposed development would require external lighting for safe movement of vehicles and pedestrians, for any external amenity areas, and for the security of employees and visitors. The need to ensure safe working and living conditions has to be balanced against the requirement to reduce any unwanted visual prominence of the proposal at night and to address any ecological constraints, such as for example, bat flight paths. This means that there will be a need for lighting to ensure a safe working environment during darkness hours.
869. Once commissioned, the ERF would operate on a continuous basis (24 hour/ seven days per week). However, the majority of deliveries and visits would be made during the normal working day (i.e. 07:00 – 19:00). In the winter months, some of these deliveries/ visits are likely to be made when it is dark (e.g. late afternoon and early morning).
870. The lighting design is described in detail in **Appendix 4.2 Lighting Assessment**. The applicant has indicated that the lighting has been designed and specified to be in accordance with current industry standards and best practice, to minimise the generation of obtrusive light beyond the development area. The **Lighting Assessment** provides an indicative lighting design which would provide safe and well-lit external spaces and pedestrian walkways in accordance with the principles outlined in the best practice guidance above. This aims to minimise the generation of obtrusive light beyond the development area. Internal lighting has been designed with this in mind. The generation of light would increase locally through the proposal but the proposed lighting scheme would minimise the impacts so it is considered to be incremental.
871. The **Lighting Assessment** models the impact of the proposed lighting on nearby receptors to demonstrate compliance with:
- the [Institute of Lighting Professionals \(ILP\), 2011 Guidance Notes for the Reduction of Obtrusive Light for residential receptors](#) (Specifically, the levels of obtrusive light are compliant with the post-curfew criteria as set out for ILP Environmental Zone E2);
 - the Institute of Lighting Professionals, 2011 Guidance Notes for the Reduction of Obtrusive Light for National Park receptors (Specifically, the level of 'sky-glow' is compliant with the criterion as set out for ILP Environmental Zone E1);
 - [BS EN 12464-2:2014](#) for railway receptors (Specifically, the levels of obtrusive light are compliant with the glare criterion for a freight track, continuous operation); and
 - Institute of Lighting Professionals, 2011 Guidance Notes for the Reduction of Obtrusive Light for highway receptors (Specifically, the levels of obtrusive light are compliant with the ILP glare criteria for a road with no lighting).

872. Light sources would typically be LED, or other high efficiency sources. This would maximise both energy efficiency and longevity. Luminaires would be chosen in order to prevent light output above the horizontal, minimising light pollution. The particular type of lighting columns and bollards would be chosen in accordance with the optimum height and spacing to ensure an even and efficient distribution of light that fulfils the design requirements in terms of security, operational safety and minimises light pollution.
873. All non-essential external lighting would be turned off during hours of darkness outside normal working hours. Lighting would be controlled via a timer system with photocell override (e.g. timer could be overridden if sufficient ambient light is available).
874. The lighting design would incorporate the following mitigation measures:
- the use of low-level lighting as far as possible to reduce night-time visibility;
 - the use of carefully located directional lighting incorporating light shields/ or full cut off luminaires to avoid unwanted light spray/ upward light and possible glare/ sky glow effects;
 - digital programmable switches including timers and/ or movement sensors;
 - avoid unnecessary or unplanned lighting of building façades;
 - lighting to be concentrated in locations essential to night-time operations; use of low-level lighting bollards with low energy fittings to reduce the impact of lighting around amenity areas and pedestrian routes; and
 - measures that reflect any ecological constraints, such as, for example, the need to have regard to bat flight paths.
875. Information on the proposed impact of night-time lighting is described in the **ES Volume 3 Appendix 4.2 Lighting Assessment**. The County Landscape Architect notes that all lighting is directed downwards from approximately the lower third of the building and illuminates hard standing areas. The **ES Volume 5 10.1** also states that *'lighting of the ERF would be less intensive than for the existing MRF, due to the use of more modern and better designed lighting, infrared CCTV cameras and night-mode operation'*. As such there would be visual benefits at all viewpoints within the South Downs National Park at night as existing lighting levels at the site would be reduced as a result of the proposal.
876. It is not proposed to light the stacks as they do not exceed 150m, the height at which aviation warning lights are a statutory requirement. There are no requirements from the Ministry of Defence, National Air Traffic Services or Defence Infrastructure Organisation for the stacks to be lit.
877. Associated impacts on ecology from lighting are acknowledged and has been considered as part of the ecological assessment of the application (see the [Ecology](#) section).

878. During hours of darkness or low-level natural illumination there would be a degree of lighting required within the building, which would be necessary to support the 24-hour operations of the Proposed Development. Where lighting may be visible externally e.g. in the office space where external walls include glazing, this internal lighting would be designed to reduce light spill outside the building. For example, internal building lighting to the upper floors of the proposed office and visitor/education facilities, which would be vacant outside of the normal working day, would incorporate intelligent lighting control systems and as such would switch off after operational hours. Lighting would be designed and installed to comply with relevant best practice guidance and standards.
879. General and specific lighting would also be required during daylight hours where necessary, either to supplement natural lighting, or to provide lighting where natural light is not present or otherwise inadequate.
880. The proposed sites proximity to the South Downs Dark Skies Reserve is of importance here. The South Downs National Park Authority object to the proposal noting concerns relating to the negative impact from external lighting upon dark night skies. It was noted that the effect upon perceptual qualities such tranquillity and dark night skies are important special qualities of the National Park to conserve and enhance. The illumination of the Site is still likely to cause harm to the setting of the National Park in these regards. The South Downs National Park Authority suggested a condition relating to a lighting scheme needing to take into account the International Dark Skies Reserve status of the National Park. It should be proportionate to the operational requirements of the Site and not introduce an excessive amount of illumination. They indicated that all lighting should be designed to minimise upward light spill. This is included in **Appendix A**.
881. As part of clarification matters associated with Reg 25 request 1 (October 2020), clarification on the potential to reduce delivery hours was sought. This followed concerns being raised by local residents, landowners and other interested parties have raised concerns over and objections to the proposed 07:00 to 19:00 hours for the delivery and departure of materials seven days per week, including Bank/Public Holidays (except Christmas Day, Boxing Day and New Year's Day). The use of external lighting in this time was queried and a response was provided. More information on lighting is set out in the section on [Lighting](#).
882. Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to conditions relating to the submission of a Construction Environmental Management Plan. These are included in **Appendix A**.
883. With the mitigation measures proposed and the additional conditions relating to lighting set out in **Appendix A**, the proposal is considered to be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#).

Odour:

884. The aspects of the proposed development which may give rise to odour are the delivery and unloading of waste. It is important to note that no waste materials or treated products would be stored outside. The residual waste processed by the ERF has potential to generate odour releases which could impact on the amenity of surrounding land and property if effective controls are not put in place.
885. Part (c) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause unacceptable odour.
886. Concerns were raised as part of the planning process in relation to odour and these are acknowledged.
887. Odour management during operation will be covered by Environmental Permit. As part of obtaining an Environmental Permit the applicant is required to prepare an Odour Management Plan. This plan would regulate the process to ensure 'best available technique' is used and seek to avoid/minimise odour release. Monitoring of odour releases throughout the operational life of the plant would also be controlled through the permit.
888. A number of measures have been proposed to address any odour issues associated with the waste processing. This is documented in the **ES chapter 4 - scheme description and construction methods**. This includes fans which will be located in the waste bunkers when the Site is operation which will suck the odour into the furnace and be used in the combustion process. This will ensure that odour does not escape the Site.
889. The Waste Planning Authority has is no record of odour [issues](#) at the existing site.
890. Environmental Health East Hampshire (Pollution) raised no objection to the proposal, subject to a condition relating to the submission of a Construction Environmental Management Plan. This condition is included in **Appendix A**.
891. As already noted, Public Health England was consulted on the planning application and was satisfied that the human health impact from odour has been assessed in accordance with IAQM guidance. Based on this assessment, the impacts from fugitive emissions of odour are considered to be low. Public Health England is satisfied that the applicant has approached the Environmental Impact Assessment in a manner consistent with the UK requirements.

Conclusions on odour:

892. Odour management during operation will be covered by Environmental Permit. However, measures are proposed to control any odour. The assessment work undertaken has concluded that the impact of odour from the proposed facility is also not considered to be significant. The additional safeguards in place through the proposed CEMP and the requirements of the Environmental Permit will address any issues. With the requirement for a CEMP conditioned, as set out in **Appendix A**, the proposal is considered to

be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) in relation to odour.

Bird strike

893. Waste development should not potentially endanger aircraft from bird strike and structures.
894. Part (e) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not potentially endanger aircraft from bird strike and structures.
895. **ES volume 3, Appendix 4.4** sets out an **Aviation Risk Assessment**. This showed that the proposed development will not infringe on RAF Odiham and Lasham Airfield. The development lies below RAF Odiham's Outer Horizontal Surface (OHS) and the minimum clearance calculated is 85m. It is expected that cranes used during the construction stage will not infringe the OHS at RAF Odiham. The proposed development is located 6.5km south-east of Lasham Airfield, which is unlicensed. Unlicensed airfields do not strictly require safeguarding in line with the associated Civil Aviation Publication (CAP) guidance and therefore safeguarding of the OLS is less stringent. At a range of 6.5km structures are unlikely to have any significant impacts on operation at this airfield. Furthermore, the proposed development will not be in line with any of the approach paths. Therefore, no significant safeguarding concerns are expected with regard to operations at Lasham Airfield. It is understood that the Ministry of Defence has not required lighting for the proposed development. Where it has been shown that there is no infringement of an OLS, lighting is only required for structures taller than 150m above ground level in accordance with Chapter 4 of [CAP 168](#). On this basis there is no requirement for aviation warning lighting at the proposed development. No other potential aviation impacts have been identified, including at Farnborough Airport.
896. Concerns were raised about the height of the chimneys and their impact on airspace in particular Farnborough Airport and RAF Odiham. The Civil Aviation Authority, TAG Aviation UK Ltd, the National Air Traffic Services and Southampton Airport Safeguarding were all consulted on the planning application and raised no objection.
897. The Ministry of Defence has requested that a condition is included relating to the submission and approval of a Bird Hazard Management Plan to minimise the potential of the works approved to provide a habitat desirable to hazardous large and/or flocking birds which have the potential to pose a considerable hazard to aviation safety which is exacerbated by the proximity of RAF Odiham. The principal concern of the Ministry of Defence with this development is the proposed flat roofs. They indicated that flat roofs have the potential to attract and support breeding large gulls. The applicant has indicated that there are a series of measures that could be integrated into the design which would reduce the likelihood of the development attracting large or flocking birds e.g. netting, installation of bird spikes, adequate access to roof spaces for inspections, use of bird dispersal measures during nesting

seasons etc. The requirement for a Bird Hazard Management Plan is included as a condition in **Appendix A**.

898. In relation to the potential for birds striking the stacks/structure this is not recognised as being a potential significant issue by ecological professionals in relation to static developments such as an ERF. Bird strike issues are more commonly associated with other types of developments such as wind turbines. The risk of birds striking the stacks of the ERF is considered to be very low due to the narrow diameter of the stack, the fact it would be static, will be made from non-reflective material and the fact that the ERF is not located in an area where there is likely to be a large number of migrating birds e.g. coastal / wetland / upland areas. No bird strike concerns have been raised by consultees.

Conclusion on bird strike:

899. The applicant has assessed the potential impact of bird strike to the satisfaction of consultees. On the basis of a condition relating to the submission of a Bird Hazard Management Plan, the proposal is considered to be in accordance with part E of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) in terms of bird strike.

Public safety safeguarding zones:

900. Waste development should not cause an unacceptable impact on public safety safeguarding zones. Part (f) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause an unacceptable impact on public safety safeguarding zones.
901. The application does not address public safety safeguarding specifically. However, Health and Safety legislation requires construction contractor to ensure that they have undertaken the necessary risk assessment and put in place adequate measures to protect the public, including the public that may be using infrastructure such as railways and roads. As already set out, Paragraph 050 of the 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 regime.

Conclusion on public safety safeguarding:

902. On the basis of the requirements of the Health and Safety Executive, it is the view of the Waste Planning Authority that this issue is effectively addressed by the Executive and on that basis the proposal is considered to be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) in relation to public safety and safeguarding.

Impact on public strategic infrastructure:

903. Waste development should not cause an unacceptable impact on public strategic infrastructure. Part I of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause an unacceptable impact on public strategic infrastructure.
904. Concerns were raised as part of the consultation process about the potential impact on the nearby oil terminal and proposed Esso Southampton to London Pipeline. These are acknowledged.
905. The Site lies adjacent to the Alton branch railway line. Network Rail was consulted on the planning application and raised no objection to the proposal. The issue of working close to the adjacent railway line has been raised, **paragraph 4.11.42 to 4.11.46 of the ES** address this matter. Protection measures during construction will be agreed with Network Rail prior to construction commencing. This is standard for any construction works but falls outside planning controls. However, standard measures for construction are considered to be capable of safeguarding the railway from harm during construction. An informative is included in **Appendix A** to ensure the safeguarding off the rail route to ensure that an operation from the proposed facility do not have any impact.
906. To the west of the Site is the Holybourne Oil Terminal pumping station and beyond that, the IGas Holybourne Oil Terminal, an oil storage and rail terminal. Oil (two) and gas pipelines - running between the south coast and London - run through these terminals and beneath the eastern edge of the existing MRF and WTS Site. Concerns were raised about the risk due to proximity of the oil terminal and these are acknowledged. However, no concerns were raised by consultees as part of the formal consultation process.
907. Concerns were also raised about the proposed developments impact on the proposed Esso Southampton to London pipeline. The pipeline is separated from the ERF and the pipeline is buried, other than the existing and proposed pumping station. There is no pathway for a direct impact between the proposed ERF and the pipeline during operation. There would be some potential for impact during construction if there was, for instance, oversailing by the cranes. However, there is no requirement for oversailing. There are no risks that cannot be appropriately managed during construction. Esso was consulted on the application and raised no objection subject to the inclusion of an informative. This is included in Appendix A. An additional condition is also included in **Appendix A** to ensure the safeguarding off pipeline route to ensure that the operation of the proposed facility does not have any impact.
908. The facility would require connection into a number of utilities. Connections include water, telecommunications and electricity. A distribution main runs along the A31 and provides water to the existing facility. This will be used to provide for domestic purposes, process water required for boiler feedwater and for firefighting water provision. No upgrades to this main are anticipated. Any connections are separate to the planning process.

909. There are existing telecommunication lines running into the Site which would continue to be used for the proposed facility.
910. There is an existing connection from the local electricity supply network which runs into the Site at present. This would be used to supply power during the construction period. However, once operational the Proposed Development would generate electricity, a proportion of which would be used to power the facility. A new connection to the local electricity distribution network would be required to export electricity offsite as set out in the commentary sections on [Energy generation](#) and [Heat generation](#).
911. Whilst there are some specific receptors which would need to be considered at the proposed Site, they are not exceptional and major construction projects are frequently undertaken in close proximity to roads, railways and other important infrastructure such as utilities and services.

Conclusions on the potential impact on public strategic infrastructure:

912. The proposal is not considered to have any significant impacts on public strategic infrastructure. On the basis of the mitigation measures proposed and the conditions and informative's included in **Appendix A**, the proposal is considered to be in accordance with Policy 10 (Protecting health, safety and amenity) of the [HMWP \(2013\)](#).

Cumulative impacts

913. The potential cumulative impacts of waste developments and the way they relate to existing developments must be addressed to an acceptable standard.
914. Paragraph 047 of the NPPG states that a '*waste planning authority should not assume that because a particular area has hosted, or hosts, waste disposal facilities, that it is appropriate to add to these or extend their life. It is important to consider the cumulative effect of previous waste disposal facilities on a community's wellbeing. Impacts on environmental quality, social cohesion and inclusion and economic potential may all be relevant. Engagement with the local communities affected by previous waste disposal decisions will help in these considerations*'.
915. Building on this, part (j) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not cause an unacceptable cumulative impact arising from the interactions between minerals and waste developments, and between mineral, waste and other forms of development. It goes on to say that potential cumulative impacts of minerals and waste development and the way they relate to existing developments must be addressed to an acceptable standard. Paragraph 6.180 of the [HMWP \(2013\)](#) also states that 'where new waste management development is proposed on an existing waste management site or adjacent to an existing site, it will be necessary to take into account the cumulative impacts of the development itself and the effects of several developments in the same locality. Applicants will also be required to indicate how proposals will enhance operating standards or reduce the amount of waste sent for landfill.

916. An assessment of cumulative effects been prepared in accordance with [Schedule 4 of the EIA Regulations 2017](#) as part of the **ES, Volume 1, Chapter 12** as well as individual chapters such as on air quality and ecology. The ES acknowledges that there is a potential for the proposed development to result in cumulative effects with other developments which may proceed at the same time as the construction of the development. The scoping stage of the EIA identified a single project, the Esso Southampton to London pipeline project (which was at the application stage at the time of the scoping), as having the potential to give rise to significant cumulative effects with the project, in the scenario that both were constructed at the same time.
917. A **Qualitative Assessment of potential cumulative effects** has been undertaken. This has concluded that there is no risk of significant cumulative effects.
918. The cumulative impact of the proposed development and the Esso Southampton to London pipeline, the Development Consent Order for which was granted in October 2020, has been considered. The No Wey Incinerator Action Group claimed that the cumulative effect of vegetation clearance relating to the Esso Pipeline had not been adequately considered. A request was made under Reg 25 request 3 (December 2020) for more information in relation to the potential is for combined or sequential cumulative effects with other development such as the gas pipeline and the grid connection. This is set out in **Dispersion Modelling Methodology – Cumulative Assessment** within **chapter 8 of the ES, appendix 8.3**. The ES concludes that there would be potential for cumulative in combination and sequential landscape and visual effects during construction of the pipeline in proximity of the Site but that these effects would be temporary in nature. No concerns have been raised by consultees in relation to this potential cumulative impact.
919. The **Landscape and Visual Effects Clarification** Report (December 2020) also looked at the cumulative impact of the grid connection route and the route of the Esso Southampton to London Pipeline. It concluded that the direct effects of proposed development on the landscape fabric would not be significant as the vegetation along the A31 would be largely unaffected. In terms of the grid connection route, the report considered that there would be a limited impact on the vegetation along the A31 carriageway and therefore minimal change to the landscape fabric as a result of the grid connection works.
920. The **Dispersion Modelling Methodology – Cumulative Assessment** also included dispersion modelling study to assist with the assessment of the cumulative effects on airborne concentrations of oxides of nitrogen and ammonia, and on deposition of nutrient nitrogen and acid. Atkins agreed with the conclusions of this assessment.
921. There is also the potential for the proposed development to give rise to multiple effects upon individual receptors, referred to as in-combination effects. In such instances, whilst individual effects may not be deemed to be significant, there is the potential for significant in-combination effects to arise. In-combination effects arising in relation to the proposed development could affect both human and ecological receptors. However, as set out in the

[Ecology](#) and [Emissions to the atmosphere \(air quality\)](#), planning conditions are included in **Appendix A** and are considered to address these areas satisfactorily.

922. Concerns have been raised about the proposed location and the planned housing developments nearby. Potential cumulative impacts associated with proposed development set out in the emerging [East Hampshire Draft Local Plan \(2017-2036\)](#) cannot be taken into account at the Plan stage. At the time of this application's submission and throughout its determination, the Draft Local Plan remains 'emerging' as it has not yet been considered through its examination by the Planning Inspectorate. This has been acknowledged by East Hampshire District Council. As such, the emerging plan can be afforded some weight, but the existing [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#) and the [HMWP \(2013\)](#) remain the current and relevant development plan documents that are a material consideration to the determination of this application, in terms of compliance against planning policies. East Hampshire District Council has confirmed that in preparing the documentation to support the Regulation 19 for the emerging Plan, that the air quality assessment for the proposed ERF would be taken into account if permission were to be granted.

Conclusion on cumulative impacts:

923. Based on the other assessment work undertaken, the facility is not predicted to give rise to significant cumulative impacts. Having considered the evidence about potential impact interactions on the various receptors which could be affected by the development, the Waste Planning Authority agrees that the applicant's findings that no significant in-combination effects have been identified at this stage which cannot be addressed through planning conditions or the proposed associated section106 agreement. On this basis, the proposal is considered to be in accordance with part (j) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#).

Impact on coastal, surface or groundwaters and flooding

924. It is important that development does not have any adverse effects on the water environment or cause flooding.
925. The [Flood and Water Management Act 2010](#) addresses the threats of flooding and water scarcity. Under the [Flood Risk Regulations 2009](#), the Environment Agency is responsible for managing flood risk from main rivers, the sea, and reservoirs. The Lead Local Flood Authority is responsible for local sources of flood risk, in particular surface water run-off, groundwater, and ordinary watercourses. The Lead Local Flood Authority (the County Council in the case of Hampshire) is a statutory consultee on major development. Local authorities are responsible for ensuring that requirements for preliminary flood risk assessments are met.
926. Paragraph 159 of the [NPPF \(2021\)](#) sets out that development should be avoided wherever possible in areas at highest risk of flooding by encouraging development in low flood risk areas. Furthermore, paragraph 167 requires

that major developments should incorporate sustainable drainage schemes to manage surface water flows.

927. Part (a) of Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) states that minerals and waste development should not release emissions to water (above appropriate standards). In addition, part (h) of the policy also states that development should not cause an unacceptable impact on coastal, surface or groundwaters.
928. 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.
929. Policy CP25 – Flood risk of the [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#) sets out policy for development in areas at risk of flooding, now and in the future, as identified on the latest Environment Agency flood risk maps and the Council's Strategic Flood Risk Assessment.
930. Policy CP26 – Water resources / water quality of the [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#) states that development will be required to protect the quality and quantity of water and make efficient use of water. Development will be permitted provided that:
- a) it protects and enhances the quality and quantity of groundwater, surface water features and controls aquatic pollution to help to achieve the requirements of the European Water Framework Directive;*
 - b) it has an adequate means of water supply (even in a drought), sufficient foul and surface water drainage and adequate sewage treatment capacity. Development must be phased to take into account the timing of any water and/or wastewater infrastructure required which must be in place prior to the occupation of development. The developer must show that additional provision or improvement of local infrastructure is required and demonstrate that adequate funding is available for that infrastructure in advance of development taking place;*
 - c) demand management technologies are incorporated to meet the appropriate levels of the Code for Sustainable Homes as set out in Policy CP24.*
- Development within Groundwater Source Protection Zones will only be permitted provided that it has no adverse impact on the quality of the groundwater source or a risk to its ability to maintain a public water supply.*
931. The Site overlies a principal aquifer. The River Wey is also within 130 metres to the south of the Site, separated by the railway line. Concerns were raised about the potential impacts on the aquifer in particular with regards to the construction of the proposed bunker. These are acknowledged.
932. **Chapter 9 of the ES Volume 1**, together with the supporting Appendix set out an assessment of the likely significant effects of the proposed development arising from existing ground conditions, including potential effects of the development on local groundwater. It outlines the soil, geology

and hydrogeology conditions at the Site and considers the likely significant potential effects from the proposal on controlled waters. The ES also considers the potential effects on groundwater flow and quality, along with the potential for related effects on groundwater baseflow to the River Wey. It asserts that the proposed development would give rise to surface water run-off from roads, vehicle parking areas, roofs of buildings, other hard standings and landscaped areas.

933. As already noted in the [climate change](#) section of this commentary, the impact of drought caused by a predicted decrease in summer precipitation has been assessed. The proposal has been designed to have a relatively low water use and has underground water storage tanks with more than sufficient capacity for required process water.
934. The application includes details on how surface water would be managed. Surface water at the existing site is managed via a series of drains and pipes which flow to a number of soakaway channels around the Site. This system is regulated under the existing Environmental Permit for the existing MRF/WTS. It is proposed that surface water from the ERF would be dealt with in the same manner. Surface water would be managed by infiltration into the ground, as is the case at the existing facility.
935. Pollution control systems would be included within the surface water management system, which has been designed to accommodate higher intensity rainfall events which may occur as a result of climate change.
936. Surface water captured from the roof of the building and hardstanding areas would be managed within two infiltration attenuation storage tanks located beneath the hardstanding at the Site and an infiltration basin located to the east of the main building. Surface water from hardstanding areas trafficked by cars or HGVs would pass via a Class 1. Full Retention Alarmed Hydrocarbon Interceptor before being discharged to soakaway. The soakaway system has been designed to accommodate flows from for climate change. Below ground rainwater storage tanks would also be provided to store water for use in the plant and for the irrigation of the living walls.
937. Other sources of wastewater from the plant include water from flushing of the demineralisation plant, plant maintenance and drainage from the ash quenching process. This water would be collected and routed via a settlement tank for re-use in the ash quenching process. As such there would be no requirement for the disposal of these wastewaters other than during maintenance periods when the plant is shut down. During these periods this wastewater would be transported by tanker from the site to a nearby sewerage treatment works where it would be treated and disposed of.
938. The plant would be a net user of water and it is estimated that it would use approximately 3.5m³ /hr. The applicant has indicated that water would be sourced from the local mains piped water system and potentially from rainwater harvesting off building roofs.
939. Domestic foul flows, e.g. toilets, kitchens and showers, would be piped to an on-site treatment system. This is a similar system that is currently used for the MRF / WTS. The foul flows from the proposed facility would be similar in

nature to those produced at present and so a similar foul water treatment system is considered appropriate.

940. A **Flood Risk Assessment (FRA)** was undertaken in accordance with the requirements of the NPPF and NPPG, examining the potential impact of flood risk on the proposed facility and the requirement for any related mitigation. This is set out in **ES Appendix 1-7 of the Supporting Statement**. This sets out the following:
- According to the Flood Map for Planning the proposed development is located outside the 1:1,000 annual probability flood outline and is therefore defined by the NPPF as being situated within Flood Zone 1. As the site is in Flood Zone 1, the sequential test is deemed to have been addressed and the exception test need not be addressed;
 - The Site is not considered to be at risk from flooding from the River Wey;
 - The Flood Risk from Surface Water map indicates that the majority of the Site lies within a very low risk area, with only a very small portion of the centre of the Site at low risk;
 - Flood depths in the low-risk area are generally shown to be below 0.3 m, with velocities less than 0.25 m/s;
 - The Site is not at risk from reservoirs, canals and other artificial sources and fluvial sources;
 - There is shown to be at low to moderate susceptibility to groundwater flooding at the Site;
 - Finished floor levels should be set 0.15 m above adjacent ground levels;
 - The proposal is not expected to impact flood risk elsewhere; and
 - A private slip road off the A31 dual carriageway will provide access to the ERF and is expected to remain dry up to the 1:1,000 annual probability fluvial event.
941. The main recommendation of the FRA is that the finished floor levels should be set 0.15 m above adjacent ground levels. This recommendation was included in the final design of the development.
942. Concerns were raised as part of the planning process about the potential impacts of the development on the water environment and in particular the ecologically important River Wey that has not been adequately assessed. The No Wey Incinerator Action Group indicated the proximity of the application site to the River Wey, and its position on the outcrop of a Principal Aquifer, parallel tracking of both the planning application and the environmental permitting for the proposed ERF should be considered. For the reasons already outlined, the planning and permitting processes are separate yet complimentary processes. As already identified, the applicant has submitted its application for a permit and this process is running alongside the processing of this planning application. Through the applicant having to secure an Environmental Permit to operate the proposed ERF, via the Environment Agency, further levels of protection to land and water quality

would be secured and would have to complement any mitigation secured through the Planning regime.

943. Concerns were also raised by No Wey Incinerator Action Group about the sinking of the waste bunker by 14m and that this would result in at least 4m of the bunker being located beneath the water table which is a concern given the site's location within a Principal Aquifer and the risk to groundwater quality, and water used as potable water. Concerns were also raised about the potential of waste escaping into the River Wey nearby, directly and via groundwater. East Hampshire District Council objected to the proposal when the application was initially consulted upon on the grounds of the impacts on the aquifer, as it is the District Council and not the Environment Agency that is responsible for regulating the quality of private groundwater abstractions such as from wells and boreholes. The concerns raised are acknowledged.
944. Further information on ground conditions was submitted under Regulation 25 and is set out in **ES, Volume 5, appendix 7.1**. This concluded that the overall effects are predicted to be not significant with respect to ground conditions and hydrogeology and no significant residual effects have been identified. The site is considered suitable for the proposed development, subject to the preparation of appropriate development design and environmental management techniques informed by intrusive investigations and assessment. In addition, a full Detailed Drainage Strategy was requested as part of Reg 25 request. A Drainage Strategy was set in **ES Volume 3, Appendix 4.1**.
945. The Lead Local Flood Authority and the Environment Agency were both consulted on the application. The Lead Local Flood Authority raised no objection subject to conditions relating to the drainage system and long-term maintenance. The Environment Agency raised no objection subject to conditions relating to a remediation strategy, site investigations and a verification plan. All requested conditions are included **Appendix A** to mitigate the development. Conditions are also included on drainage systems, dewatering and the bunker construction.
946. The Site is currently occupied by the existing MRF and WTS and was historically occupied by a storage warehouse building. As such there is some limited potential for historic contamination to be present. A detailed site investigation would be undertaken prior to construction works to identify any residual contamination that may be present and ensure that this is remediated as part of the development. This is set out in a condition included in **Appendix A**.

Conclusions on the impact on water resources and flooding:

947. The measures proposed to manage surface water and flooding as part of the proposal are considered to be acceptable to consultees. Measures are also in place to address any contamination should this be discovered during the construction of the ERF. The design has also been influenced by the outcomes of the assessment work undertaken, to reduce any risk of flooding. On the basis of the mitigation measures proposed and the conditions included in **Appendix A** relating to systems, dewatering and the bunker construction,

the proposal is considered to be in accordance with Policies 10 (Protecting health, safety and amenity) and 11 (Flood risk and prevention) of the HMWP (2013), Policies CP25 – Flood risk and CP26 – Water resources / water quality of the [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#) and relevant parts of national policy and guidance.

Highway impact

948. The transportation of materials, goods, personnel to and from the proposed Site could have a variety of impacts on the surrounding transport infrastructure. Impacts may include economic, social and environmental effects. The mitigation of potential effects is therefore essential.
949. Paragraph 110 of the [NPPF \(2021\)](#) advises that *‘when assessing planning applications opportunities should be taken to promote sustainable transport modes, ensure development sites have safe and suitable access for all users and where there are any significant impacts on the transport network in terms of capacity, congestion or highway safety these should be cost effectively mitigated to an acceptable degree’*. In addition, paragraph 111 of the [NPPF \(2021\)](#) 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. Within this context, applications for development should:*
- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;*
 - b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*
 - c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;*
 - d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and*
 - e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.*
950. Locally, paragraph 2.44 of the [HMWP \(2013\)](#) Spatial Strategy highlights that *‘there is a general presumption that major waste facilities should be located close to the strategic road network to minimise the effect of traffic in these urban areas’*. This is supported by Policy 12 (Managing traffic) of the [HMWP \(2013\)](#) that 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. Furthermore, Paragraph 6.146 of the [HMWP \(2013\)](#) states that *'depending on the facility type, waste management activities will be supported in principle where waste will be managed as close to its source as possible to reduce long-distance transport, or where it is demonstrated that it represents the most sustainable solution in overall environmental terms'*. Paragraph 6.189 of the [HMWP \(2013\)](#) states that *'all waste management has transport implications and transport impacts and these should be minimised by prioritising sites with good connections to the strategic road network. The development of waste facilities in areas along the strategic road corridors may provide opportunities to maximise the transport of waste, minimising potential impacts on local roads and the distance to the market'*.

951. The Site is located on a strategic road corridor as illustrated by the Key Diagram of the [HMWP \(2013\)](#).
952. Policy CP31 (Transport) of the [East Hampshire Local Plan - Joint Core Strategy \(2014\)](#) highlights the range of mitigating measures and, where appropriate, will be required for new developments.
953. Policy S30: Transport of the emerging [East Hampshire Draft Local Plan \(2017-2036\)](#) states that development should seek to minimise the need to travel, promote opportunities for sustainable transport modes, and improve accessibility to local facilities and linkages with the surrounding pedestrian and cycle network. It sets out criteria which development should consider. The emerging Draft Plan has only reached Regulation 18 stages and has not been publicly examined so can only be given limited weight in decision making.
954. The application Site is situated to the south of the A31 dual carriageway, to the north-east of Alton and Holybourne and to the south west of Upper Froyle in Hampshire, which is a strategic road as shown on the Key Diagram of the [HMWP \(2013\)](#). There are no conditions relating to the HGV movements at the existing MRF / WTS.
955. Paragraph 113 of the [NPPF \(2021\)](#) clearly states that all developments that will generate significant amounts of movement should be required to provide a Travel Plan, and the application should be supported by a Transport Statement or Transport Assessment so that the likely impacts of the proposal can be assessed. This is built upon through the [HMWP \(2013\)](#). A **Transport Assessment** has been submitted to support the application.

Highway capacity:

956. Concerns were raised as part of representations received in relation to the generation a significant increase in HGV movements causing: congestion, especially on the already busy A31; safety issues on local roads; and air pollution. The No Wey Incinerator Action Group highlighted that the application site is located such that it can only be accessed via the southbound carriageway of the A31 highlights the inappropriateness of the Site for a strategic waste facility.

957. The **Transport Assessment** includes junction capacity assessments for an assessment year of 2025 for the AM and PM peak hours for the A31 / Montecchio Way (B3004) roundabout and the A31 on and off slip roads to the Site. The assessments show that all junctions will work well within capacity with the addition of the development traffic.
958. The total average weekday HGV movements forecast to be generated by the proposed facility are 216 two-way HGV movements per day during weekdays. The Transport Assessment states that during the typical AM weekday peak hours there are likely to be 22 two-way HGV trips and during the typical PM weekday peak hours up to 11 two-way HGV trips. As the majority of the 29 staff working at the facility will work shifts, it has been forecasted that they will generate up to 68 two-way car / light trips per day. This will generate up to 18 two-way car trips in the AM peak and 26 two-way car trips during the PM peak hour.
959. As the Site is already an operational waste site, the net change in trips between the existing and proposed facilities are forecast to be an additional 90 two-way HGV trips during a weekday. This results in an additional five two-way HGV movements in the 08:00 to 09:00 peak hour, with no net increase in HGV movements in the 17:00 to 18:00 peak hour.
960. As ERFs typically generate a low number of HGV trips during the weekends, an assessment of the net changes in weekend traffic flows has not been included. This is accepted by the Highway Authority.
961. It is stated that the proposed development will result in a net-reduction of 42 two-way car movements per day although due to shift patterns, there is anticipated to be a net-increase of seven two-way movements in the 08:00 to 09:00 peak hour and 13 additional two-way movements in the 17:00 to 18:00 peak hour.
962. Traffic distributions have been produced based upon a set of assumptions which relate to residential and employment population densities. It is recognised that forecasting the distribution of HGV vehicles with any certainty is difficult before any waste contracts have been agreed and that once agreed, the distribution may be different to that set out in the Transport Assessment. The potential traffic impacts have been assessed for the A31 and the following local roads and villages:
- A31 through the village of Four Marks;
 - A32 through the village of East Tisted;
 - B3006 through the village of Selbourne;
 - A339 between the A31 and Basingstoke.
963. HGVs Census data has been used to establish the number of people that are employed in the waste sector within a 45-minute drive time of the Site. A geographical distribution of HGVs has then been compiled and these trips have then been assigned to the local highway network. It is estimated that 48% of HGV traffic will arrive from the north-east on the A31 from Surrey and 52% from the south-west from within Hampshire.

964. The **Transport Assessment** estimates the potential impact of the additional HGVs generated by the proposal on the local roads listed as shown in Table 23:

Table 23: Potential Development Trips Through Wider Area

Road	Potential increase in HGV movements (per day)
A31 through the village of Four Marks	14
A32 through the village of East Tisted	4
B3006 through the village of Selbourne	18
A339 between the A31 and Basingstoke	12

965. It is stated that the increase in HGV movements will be spread over the typical delivery hours of 07:00 to 18:00 (a period of 11 hours).
966. Cars / Light Vehicles Census 'journey to work' statistics have been used to forecast the distribution of staff trips to and from the existing and proposed development. This shows that the proposed development could result in a reduction in car trips during weekdays at each of the locations listed above but that car trips during the peak hours could rise slightly by a maximum of two two-way trips per hour above current traffic generated by the Site.
967. Several abnormal loads will need to travel to the Site during the construction phase, it is stated this will be managed via the implementation of an Abnormal Load Strategy developed in line with good practice.
968. Concerns were raised as part of the planning process that the development is not sited close to the source of the waste, which will be transported in from neighbouring counties, generating unnecessary CO₂ emissions. These are acknowledged. However, the site's access to the A31 means that the facility has the capability of importing waste into the county if the demand is there.

Highway safety:

969. Concerns were raised as part of the planning process in relation to highway safety.
970. Personal Injury Accident data for the local highway network in the vicinity of the Site is included for the three years from 2016 to 2018. The data submitted shows that on the stretch of the A31 from the A31 / Montecchio (B3004) roundabout to the Islington Lane / A31 slip roads a total of 13 accidents were recorded, all of which were considered 'slight'. The Highway Authority has checked the most recent accident data to supplement the information provided in the application and is satisfied the accident record has not identified any patterns that are likely to be exacerbated by this application.

Sustainable transport:

971. As the Site is adjacent to the A31 with limited footway / cycleway and bus services from the nearest residential developments it is recognised that accessibility to the Site by these travel modes is limited. A Framework Travel Plan is included within the application. The **Transport Assessment** does identify that there may be '*limited opportunity for non-car travel*' during the construction phase and it is stated that a Travel Plan to promote the use of sustainable transport to/from the Site will be submitted. Measures included within the Travel Plan will aim to promote car sharing for staff. A condition is included relating to the submission of a Travel Plan in **Appendix A**.
972. Electric charging points are provided as part of the proposal.
973. It is noted in the Transport Assessment that although it is currently not feasible to transport materials to the Site by rail there is the potential for materials to be transferred to/from the Site by rail in the future and this would be supported (subject to the necessary permissions) by the Highway Authority and the Waste Planning Authority. This is included as an informative in **Appendix A**.

Construction impacts

974. Construction of the facility is expected to last for approximately 36 months. It is stated that the maximum number of HGVs during the construction phase would be 100 two-way movements and that a Construction Traffic Management Plan (CTMP) will be prepared for the site which will include the following:
- restrictions on vehicle delivery hours;
 - on-site construction vehicle parking & manoeuvring arrangements;
 - an HGV routing strategy;
 - staff parking arrangements;
 - management and procedures for access by abnormal loads;
 - local signage strategy;
 - storage of materials;
 - construction noise management; and
 - construction dust management.
975. A requirement for CTMP is set out in a condition is set out **Appendix A**.
976. It is also proposed to introduce two-way flows over a section of the slip road via a Temporary Traffic Regulation Order (as shown on drawing 2627-01D02) with the highway being reinstated to its current configuration on completion of construction. The Traffic Regulation Order would be applied for through the Highway Authority.

HGV Routing Strategy

977. Concerns have been raised in representations in relation to a number of issues including highway impact, potential use of unsuitable roads, condition of the A31, road safety concerns and impacts of catering for waste being

delivered from sources outside the district and county and associated HGV movements. Local roads that have been mentioned are those connecting with the A31, including the B3004 (north and south), London Road (at Cuckoo's Corner), the B3006 and those connecting the villages and hamlets of Binsted, East Worldham, West Worldham, Isington, Upper Froyle, Lower Froyle and Bentley. Significant concerns were also raised about the proposed HGV routing. In particular, the suggested lorry route through Selborne (B3006) was raised. These are all acknowledged.

978. The **Transport Assessment** states that the applicant will restrict HGVs from using the turning points at Froyle near the Hen and Chicken Inn and ensure that all HGVs which need to turn around on the A31 will do so using the underpass at Islington Lane, located to the north-east of the Site. However, it may also be necessary to restrict HGV movements through some of the local villages.
979. East Hampshire District Council objected to the proposal when the application was initially consulted upon on the grounds of the impact of HGV movements.
980. Surrey County Council raised concerns about the existing routes through Farnham and Wrecclesham being used by HGV traffic associated with the development, and request that a robust HGV routing plan be agreed and secured to monitor and control the impact of such movements arriving from within Surrey. Further concerns were also raised about the impacts of transporting waste from outside of Hampshire. These are acknowledged.
981. The Highway Authority was consulted on the application and raised no objection subject to conditions relating to temporary measures on the highway and the submission of a Travel Plan and a Construction Traffic Management Plan (included within the CEMP). These conditions are included in **Appendix A**.
982. The Highway Authority has recommended a section 106 legal agreement for the routing for both construction and development traffic. It is confirmed that the applicant is willing to enter into a section 106 agreement on lorry routing. The draft Heads of Terms submitted as part of the application indicated this willingness. The agreement would utilise a variety of controls including the erection of signage, issuing of delivery instructions, active monitoring of the highway network and a system of fines and penalties for drivers who do not follow the approved routes and would ensure that disturbance to surrounding communities from transport associated with the development is minimised. East Hampshire District Council indicated that any section 106 agreement should include a restriction on HGVs making U-turning manoeuvres at the crossing points close to the Hen and Chicken Inn due to safety concerns. This is agreed and supported by the Highway Authority. It is proposed that the agreement will exclude the use of the following:
- B3004;
 - Wilsom Road / B3004;
 - Cakers Land / B3004;
 - London Road, Holybourne – towards Haw bridge;
 - B3006;

- Wolfs Lane;
- Hen and Chicken Inn junction;
- Gid Lane, from an easterly direction;
- Towards Froyle Mill Weir from westerly A31;
- No HGVS north of the proposed HGVS turning junction; and
- No HGVS south using Islington Lane of the proposed HGV turning junction.

983. There is an existing section 106 agreement in place associated with the MRF / WTS. Concerns have been raised about the implementation of this routing. This is with particular note to the use of the Hen and Chicken Inn junction. These are acknowledged. Currently the terms of the section 106 agreement for the existing MRF require HGVs visiting the Site from the Alton direction to use the Bentley junction to U turn rather than the junction located at the Hen and Chicken Inn. The two crossing points close to the Hen and Chicken Inn make it possible for vehicles travelling north on the A31 to make a u-turning manoeuvre to join the southbound carriageway. However, due to the safety concerns of slow-moving vehicles turning onto the A31, the existing section 106 agreement states that HGVs accessing the site should not make U-turns at these points on the A31. No Wey Incinerator Action Group presented some evidence from local residents suggesting that, despite this restriction, HGVs do use this crossing point to access the existing Veolia site. They argue that this dangerous situation would be exacerbated by the current proposals for the ERF. The evidence was also supported by correspondence from the Rt Hon Damian Hinds MP.
984. The applicant acknowledges that whilst they have been reasonably effective at enforcing these requirements with Veolia operated vehicles, there have been some issues with third party vehicles delivering recyclates to the Site. This is in part because under the existing contractual arrangements they are unable to turn vehicles away, even where they have not used the authorised route. With the new facility, the applicant has indicated that they will be able to make the use of the approved lorry route via the Bentley turning, and not using the Hen and Chicken Inn junction, a condition of delivery to the Site for all vehicles entering the ERF. All Veolia vehicles have GPS installed, although this may not be the case for third party vehicles that could use the site. The applicant has indicated that they will manage and breaches of the lorry routing via the installation of an automatic number plate recognition (ANPR) camera, the details of which shall be set out in more detail in the section 106 agreement. The actual installation of the camera will be undertaken by the Highway Authority as it controls the land at the junction. This requirement will be included in the section 106 agreement. The ANPR will be used to allow the applicant to record and monitor any waste vehicles / lorries associated with the ERF using the Hen and Chicken Inn junction only—contrary to any approved HGV routing agreement set out in the associated section 106 agreement. For the avoidance of doubt, the Waste Planning Authority cannot prevent the lawful use of the highway by any other users. However, the Waste Planning Authority welcomes the measures being proposed to effectively manage highway movements associated with the proposed facility.

985. Concerns were raised as part of the planning process in relation to the transportation of Incinerator Bottom Ash Aggregate from the Site on the highway network and associated safety issues. These are acknowledged. The movement of this material is regulated by the Environmental Permit and is a standardised practice.
986. Other concerns were also raised about the need for a full transport assessment of the proposal according to the sources of waste. These are also acknowledged. The **Transport Assessment** considers this although the exact location of the sources of waste will not be fully known until contracts are in place. This is an issue which could be common to all merchant C&I ERFs due to the nature of the contract put in place.

Conclusion on highway impacts:

987. The Site's location on a strategic road corridor (as illustrated by the [HMWP \(2013\)](#) Key Diagram) means the proposal is supported by the Plan's Spatial Strategy. Furthermore, the proposal has been assessed to the satisfaction of the Local Highway Authority. The assessment work undertaken is to the satisfaction of consultees. Based on the proposed mitigation measures, conditions and associated section 106 agreement relating to lorry routing and vehicle recognition systems, the proposal is considered to be in accordance with the relevant paragraphs of the NPPF, NPPG as well as Policy 12 (Managing traffic) of the [HMWP \(2013\)](#) and Policy CP31 (Transport) of the East Hampshire Local Plan – Joint Core Strategy (2014).

Socio-economic impacts

988. Paragraph 7 of the [NPPF \(2021\)](#) states that achieving sustainable development is the primary objective of the planning system, with paragraph 8 confirming the importance that the economic role of development has in delivering sustainable development. Further to this, the [NPPF \(2021\)](#) incorporates planning policy in relation to the socio economic effects of development. Specifically, paragraph 81 of the [NPPF \(2021\)](#) 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'*.
989. 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 (including more sustainable energy supplies)*.
990. **Chapter 11 of the ES Volume 1**, together with the supporting figures, sets out an assessment of the likely significant socio-economic effects of the proposed development. This assessment focuses on socio economic impacts associated with construction and operational employment and the impact that this employment could have on the local economy once the proposed facility becomes operational. **ES Volume 2, figure 11.1** also sets out a **Socio-economic study** for the area.

991. The applicant has clearly set out some of the primary objectives of the proposed scheme, many of which are economic. They include that the proposal:
- is economically, environmentally and socially beneficial for the present and future generations, and in doing so offers a long-term sustainable solution for the management of residual waste;
 - is flexible to changing market and economic conditions;
 - can manage a wide range of potential waste types from a variety of sources;
 - is economically deliverable, safe, proven and reliable;
 - can maximise the value out of the residual waste arisings providing the opportunity to capture heat and electricity and then utilise this in the most efficient way; and
 - can be used by the local community, schools and other groups as a location for education and learning about energy and waste.
992. Some of the key impacts identified are as following:
- The ES estimates that the facility would add an estimated £3.3 million to the economy each year;
 - The construction staffing profile would vary depending on the approach of the main contractor. Once operational, the plant would provide employment for approximately 40-45 people with a peak day-time staffing level of approximately 27, supplemented by shift workers to maintain 24-hour plant operation. The majority of the employees would be skilled operatives (electricians/fitters/crane operatives) or technical engineers (control and plant). It is anticipated that shifts would operate on a typical 06:30 to 18:30 and 18:30 to 06:30 basis, with the offices being staffed from 09:00 to 17:00;
 - The proposal would result in inward investment of £200 million; and
 - A further 81 jobs are likely to be created or supported by indirect or induced expenditure (e.g. services bought-in to the site or spending outside the site by employees). The applicant clearly states that the proposal would have a clear positive influence upon the continued viability of a range of contractor companies and their employees. The development would also have a beneficial indirect effect on the local businesses around the area in terms of supply of materials, services and provision of indirect employment opportunities.
993. Socio-economic impacts are also linked to the potential for the facility to divert waste from landfill and the ability of the site to generate energy and heat.
994. 65 staff are employed at the existing MRF / WTS. As the applicant is actively seeking to develop a replacement facility, it is indicated that the existing employment would not be lost but would be relocated to an alternative location. A potential relocation could be to Chickenhall Lane if this MRF facility is permitted in due course. Therefore, the applicant indicates that the effects of the proposal are not considered against any corresponding loss of employment. 29 staff would be employed once the ERF is operational. Some representations also highlighted the need to maintain employment locally. It would not be reasonable to condition anything in relation to local employment

provision from the site. Although, the applicant is encouraged to seek opportunities to employ locally both during construction and during the operation of the site.

995. No Wey Incinerator Action Group questioned the conclusions on socio-economic effects. They state that it has incorrectly assumed that there would be a net 31 increase in jobs based on the assumption that the ERF would be relocated elsewhere. They indicated that this cannot be relied upon and noted that the potential replacement site is not within the study area and therefore any replacement jobs would not be local. The Action Group argue that the direct and indirect loss of 20 jobs would lead to a reduction in GVA within the study area of over £500,000. They state that no consideration has been given to the impacts on existing businesses in the locality. These concerns are acknowledged. The employment associated with the site cannot be controlled by the planning process. No evidence has been presented during the processing of the application which shows a significant impact on local businesses. However, it is recognised that local employment is an important issue. An informative is included in **Appendix A** on this matter.
996. Concerns were raised about the potential impact on the nearby agricultural land, and these are acknowledged. None of the assessment work undertaken raised any impacts and no issues were raised by consultees on this matter.
997. East Hampshire District Council has raised concerns about the overall loss of jobs once construction is over. These are acknowledged. However, the potential change in the workforce following construction is common for all major development proposals and not anything the Waste Planning Authority can control.
998. Concerns have been raised about the potential impact on visitors to Jane Austin's former village of Chawton. These are acknowledged. The assessments undertaken to support the application do not identify any potential impacts on Chawton and no issues have been raised by consultees.
999. Further clarification on socio-economic impacts was requested as part of Reg 25 (request 1) and is set out in the applicant's clarification response December 2020. This includes further information on how the proposal would:
- contribute to diversion from landfill;
 - help to reduce the export of waste;
 - not prejudice recycling; and
 - Provide capacity for other areas outside of Hampshire.
1000. Some representations raised concerns about what would happen if Veolia lost the Hampshire Waste Disposal Services contract. This is not relevant to this proposal as it does not form part of the contract and is a merchant facility.
1001. The funding of the proposal was questioned by some representations. This is not material to decision making.

Conclusion on socio-economic impacts

It is clear that the proposal can provide some positive and long-term socio-economic benefits. It is recognised that the proposal may have some negative socio-economic benefits in particular with regards to the slight loss in jobs

once the Site is operational.

Construction compound

1002. **ES, Volume 1, Chapter 4** sets out the scheme design and construction methods. A site compound would be located to the east of the Site on the oil storage depot (see **Appendix C**). The area for the proposed compounds is currently used for oil storage and distribution with access to the A31. An additional compound would also be provided on the proposed Site. The compounds would provide car parking, temporary site offices, welfare facilities and material and plant storage areas. Dedicated refuelling areas and chemical and oil storage areas would also be provided within the compounds. It is proposed that the main construction compound will be situated on land adjoining the proposed ERF facility (and red line). An indicative construction compound layout is set out in **ES Volume 2, figure 4.10**.
1003. The applicant has not included this area for the Construction Compound within the Application (redline) area on the basis that it intends to rely on Permitted Development rights (“PD rights”) under [Part 4 Schedule 2 of the Town and Country Planning \(General Permitted Development\) \(England\) Order 2015](#) (“GPDO”). This would be subject to a separate approval process, outside of the planning process.
1004. Objections to the development using Part 4 of the GDPO (2015) have been raised, notably from No Wey Incinerator Action Group. They contest, despite the environmental impacts associated with this compound having been assessed within the ES and planning application, that these permitted development rights do not apply to this proposed EIA development under Regulation 3 (10) of the GDPO (2015).
1005. The temporary effects of construction, including the use of the compound have been assessed within the ES. Within the County Council’s first Regulation 25 letter to the applicant, the Waste Planning Authority raised the issue of PD rights (Part 4) and the proposed construction compound as a matter needing to be clarified, specifically in that PD rights (Part 4) for this proposed compound could apply. It had been specified within the County Council’s Scoping Opinion (SCO/2019/0612, dated 27 September 2019) that being an EIA development, the proposed ERF did not benefit from PD rights. The applicant contends that Part 4 of the GPDO does apply here and with the proposed construction compound site proposed on land adjoining the proposed ERF facility. Having said that, the ES has taken a conservative approach and assessed all environmental impacts (noise, air quality, traffic etc). Further, they advise that should permission be granted for the ERF, the applicant will then approach either the County Council or East Hampshire District Council for formal approval of the construction compound is PD under Part 4.
1006. It had been specified within the County Council’s Scoping Opinion (SCO/2019/0612, dated 27 September 2019) that being an EIA development, the proposed ERF did not benefit from PD rights: *“Permitted development*

rights are withdrawn with EIA development and cannot be relied upon here. The use of these temporary structures etc should be considered within the 'construction impacts' section of the ES".

1007. Within applicant's submission under Regulation 25 (December 2020) set out more on this issue. It states that *"Notwithstanding the above, Regulation 3 (10) of the GPDO requires consideration of whether the development in question, in this instance the temporary construction compound, is EIA development. The fact the compound is associated with an EIA development does not necessarily make it EIA development. When determining if the compound is permitted development it is necessary to consider whether the compound comprises Schedule 2 development, and if so, is it likely to give rise to significant environmental effects.*
1008. Whilst the applicant contends that Part 4 of the GPDO does apply and that they are entitled to rely on PD rights for the proposed Construction Compound site, they have included in their ES an assessment of all the environmental impacts (noise, air quality, traffic etc) of the Construction Compound.
1009. No Wey Incinerator Action Group dispute this as having been satisfactorily addressed in accordance with the EIA Regs, stating that the ES is non-compliant with [Schedule 4 of the EIA Regulations 2017](#), Regulation 18(3) and 18(4)(a), with specific reference to Reg 3 (10) of the GPDO. In relation to the interpretation of Reg 3 (10) of the GPDO, it is correct that the reg 10 concerning PD rights do exclude all EIA dev from PD status, unless excepted, and the exceptions do not include the category of PD rights that have been cited for the adjacent land (part 4 class A). However, an alternative interpretation is that no exception is required for Part 4 class A PD rights on adjacent land, because they will not be caught by reg 10 of the PD regs in the first place. Since the PD rights are on adjacent land outside of the EIA development, they will not be themselves schedule 1 or schedule 2 development, and so do not need to be excepted.
1010. The relevant PD right relied on is schedule 2, Part 4 Class A. There are no relevant exclusions. A works compound is a classic case where Class A rights apply.
1011. It is important to distinguish the differences in the position under the EIA Regulations and under planning. Under the EIA Regulations, it is fundamental to assess the whole of the Project to include the impacts of the work compound and that has been delivered. However, in determining the planning application, the Waste Planning Authority must focus on what it is permitting. It is not here permitting the work compound. There is no requirement for the applicant to apply for the compound as part of the original application. If a suitable compound was not capable of being delivered, then that too would be a relevant consideration in the planning balance on the main application. In the future, if permission is granted for the main site, then Class A rights are then triggered (subject to any point under Regulation 3). The PD rights apply and as long as the use of the compound is limited in the way described in the class no fresh permission is required.

1012. Therefore, the only issue is whether reliance on PD rights for the compound is precluded because the main site constitutes EIA development. Schedule 1 or 2 development is not permitted by the GPDO (Regulation 3 (10)) except in certain defined circumstances. The compound is not a schedule 1 development. It could be assumed that it may be schedule 2 a development but no decision on that or whether it is thereby EIA development has been made. If it (namely the compound) is EIA development, then PD rights do not apply to it and a separate permission will be required. Assuming that is not the case, the PD right will be triggered. It will be a work compound for EIA development, but it will by definition not be EIA development itself and therefore is not caught by Regulation 3 (10).
1013. Furthermore, the applicant has advised that should permission be granted for the ERF development, they will then approach either the County Council or East Hampshire District Council for formal approval that the proposed Construction Compound can benefit from PD rights under Part 4 of the GPDO. An informative is included in **Appendix A** on this issue.

Conclusion on the construction compound

1014. Based on the evidence, the Waste Planning Authority is in agreement that the compound can be managed through the relevant approval process for permitted development. An informative is included in **Appendix A** relating to this process for gaining approval under Part 4.

Restoration

1015. In the event that planning permission is granted and then the proposal ceases operations, it is important there is provision to ensure the restoration of the Site.
1016. Restoration conditions are included in **Appendix A** to ensure that the Site is restored in the event of its closure or on the ending of waste activities. This is to ensure 'non-conforming' developments or developments that may contaminate the land (or both) are not left for future generations to deal with and to ensure the development.

Conclusion on restoration

1017. On the basis of the proposed condition, the proposal is in accordance with Policy 9 (Restoration of minerals and waste developments) of the [HMWP \(2013\)](#).

Future proofing the development

1018. The facility would have a design life of around 30 years. The applicant has stated that, in reality, many elements of the plant would last beyond this period. The applicant has stated that for the avoidance of doubt, planning permission is being sought for a permanent development and therefore as elements of the facility require repair, refurbishment or replacement this would be carried out.

1019. Concerns were raised about how the facility could and would be future proofed. Much of this is already covered in the [Climate change, the assessment of Greenhouse Gas Emissions and 2050 – carbon neutral \(Net Zero\)](#) section of this commentary, including for carbon capture and storage. It will be important that any technological advances will be incorporated into the facility, by retrofitting. The requirement for this would be led by national policy and regulations, including Environmental Permitting.
1020. It is acknowledged that Government regulations or guidance on energy recovery is a rapidly changing environment. In the event that permission is granted, the ERF would have to comply with any regulations or guidance to allow it to operate.

Conclusion on future proofing:

1021. The applicant has considered how the proposed development could be or may need to be future proofed in the application. Conditions are included in **Appendix A** to ensure that the facility is and can be flexible to any changes in policy and guidance as well as technology. Government regulations and Environmental Permitting will govern large aspects of future proofing the development. The Waste Planning Authority is satisfied that this will ensure the proposed site will have to adapt to any future regulations or technological requirements.

Legal Agreements

1022. **Draft Head of Terms** were submitted alongside the **ES** covering the following areas:
- mitigation concerning HGV routing;
 - the installation of an Automatic Number Plate Recognition (ANPR) camera at the A31 Hen and Chicken Inn junction; provision of connections to enable the export of heat from the facility;
 - the provision of biodiversity net-gain through an agreed planting scheme to be implemented prior to occupation; and
 - a number of ecological improvements and enhancements including additional offsite mitigation measures.
1023. The draft, alongside the outcomes of the planning process have led to a proposed legal agreement which covers the following areas:
- mitigation concerning Heavy Goods Vehicle routing;
 - the installation of an ANPR camera at the A31 Hen and Chicken Inn junction;
 - ongoing monitoring of the Travel Plan;
 - long term landscape management;
 - provision of connections to enable the export of heat from the facility; and
 - a number of ecological improvements and enhancements including additional offsite mitigation measures and a preliminary ecological appraisal of the construction compound which are to be agreed.

1024. The works proposed at Shortheath Common are a community benefit and considered to be planning gain rather than mitigation required for the proposed development. The reasons for this are set out in the [ecology](#) section of the commentary and more information is also set out in the [Cumulative impacts](#) section.
1025. Other areas raised via representations included an obligation to be placed on the applicant to protect levels of local employment on the Site, independent on-going scrutiny will be required of all Plans and Operations throughout the lifetime of the site's operation, and a requirement to ensure that there is no initial or on-going threat to biodiversity which will require monitoring. These areas are either covered by other planning conditions or are not considered to be reasonable.
1026. Concerns about the enforcement of legal agreements were raised and these are acknowledged. The enforcement of any legal agreement would take place as part of the active monitoring of the implementation of any permission granted.

Conclusion on the legal agreement:

1027. The proposed content of the legal agreement is considered to be reasonable and will help to mitigate aspects of the proposed development. Its implementation would be actively monitored.

Community benefits

1028. A frequent concern of communities that host minerals and waste developments is that there are no immediate benefits to 'compensate' for the inconvenience that occurs. In Hampshire there is already a precedent for minerals or waste operators to contribute to local communities' funds. Many waste operators run National 'local' community-focused funding schemes for projects within a set distance/catchment of the waste facility. However, this process lies outside of the planning system.
1029. 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. 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.
1030. Veolia's undertaking to prepare a heat connection beyond site boundary through the section 106 agreement . Whilst this is an important policy consideration, it can also be considered a local community benefit once implemented.
1031. 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. An informative note to applicant is included in **Appendix A** on the establishment of a liaison panel for the Site if permission were to be granted in the interests of promoting communication between the site

operator and local community. This should be established and sit before the commencement of construction works. The earliest engagement is encouraged by the Waste Planning Authority. Two of Hampshire's existing ERFs at Marchwood and Chineham ERFs both have active and operational liaison panels which successfully bring together interested parties, agencies and the applicant to discuss the operation and future of the existing sites.

1032. As already set under the [Ecology](#) section, initial offerings for the applicant to undertake enhancement and mitigation works at a local designated sites are no longer considered to be required to make the development acceptable on ecological grounds. However, the applicant has advised the Waste Planning Authority that they are now committed to delivering these works, despite the lack of need to make the development acceptable in planning terms and have suggested a proposed Unilateral Undertaking for ecological works at Shortheath Common Special Area of Conservation (SAC). Natural England and the County Council's Countryside Service (as landowner) have agreed and approved this approach with Veolia informally as the application evolved. The funding will help to improve the management of the nationally designated SAC. The Waste Planning Authority views these works as an associated 'community benefits' in line with Policy 14 (Community Benefits) of the [HMWP \(2013\)](#). This potential community benefit is not material to the decision. The delivery of these community benefits will be a contractual matter dealt with outside of the planning process.

Fire

1033. Concerns were also raised by No Wey Incinerator Action Group about the lack of assessment has been made of potential impacts of accidental fire and firefighting on the water environment. These are acknowledged.
1034. Specific measures to minimise the potential for fires at the proposed site are detailed within **ES Chapter 4 (Section 4.9.13)**. This includes a fire prevention and suppression system which would operate within the facility and include the use of an automated detection and suppression system within the waste bunker and fire water sprinkler system elsewhere within the plant and would be a requirement of any environmental permit. Additional information provided by Veolia confirms that the fire water tank has a dedicated water supply. This feeds the primary electric fire pump and in the event of it not operating then a diesel operated fire pump automatically operates. Further information was also provided by the applicant under Regulation 25.
1035. The applicant has confirmed that the MRF and WTS has been operated without serious incident. There has been evidence of some fire incidents in the past, including a recent fire in the tipping hall on [29 December 2021](#). The fire was effectively managed by Hampshire Fire and Rescue with approximately 30 tonnes of waste catching fire. The cause of this recent fire being investigated. The fire did not impact the operation of the MRF / WTS once extinguished.
1036. Fires do sometimes take place at waste sites when waste electrical equipment, batteries and other wastes (e.g. portable BBQs) are incorrectly

placed in the waste transfer system. Each site will have a dedicated Fire Plan within the Site Management Plan. This would include a record of any smouldering loads and a dedicated area within the facility that would be equipped to receive and extinguish HGVs with observed smouldering loads. Wastes deposited in the bunker would be inspected by the crane operator and mixed regularly to help identify and prevent any hotspots forming which could prevent a fire. The facility would also operate an automated infrared heat detection system which would detect hotspots and where necessary automatically deploy high volume watercannons to prevent a fire from occurring. In the event a fire occurs, this is considered most likely to be within the bunker where the storage of waste materials takes place. Containment of fire water run-off during extinguishing / dampening down would be achieved within the bunker.

1037. The applicant has also confirmed that the proposed building would be designed to contain firefighting water. Any water within the building either from the sprinkler system or other firefighting will be routed into a wastewater tank. The capacity of the tank is designed to contain the likely water quantity anticipated to arise from firefighting. In the event of a fire, standard operating procedures are employed which are tested by routine fire drills which are practiced on a regular basis. Once the fire pumps are activated, the penstock valves on the foul and surface water drainage systems are automatically closed. This means any fire water that did escape from the building or fell on the yard would be held on site within the drainage system and would not reach the soakaways. Once the fire is extinguished, the firefighting water can then be transported by tanker off site for treatment and licenced disposal.
1038. The proposed ERF would be manned 24 hours per day / seven days per week unlike the MRF and WTS and will also include a more sophisticated fire detection and protection system which are part of the Fire Protection Plan which is understood to have been accepted by the Environment Agency as part of waste permitting.
1039. Hampshire Fire and Rescue was consulted on the application and raised no objection to the proposal. It advised that access and facilities for Fire Service Appliances and Firefighters should be in accordance with Approved Document B5 of the current Building Regulations. The Authority also advised that access to the proposed Site should be in accordance with Hampshire Act 1983 Sect, 12 (Access to buildings within the Site will be dealt with as part of the building regulations application at a later stage). Access roads to the Site should be in accordance with Approved Document B5 of the current Building Regulations. The authority set out some advisory recommendations relating to access for High-reach Appliances, water supplies, fire protection, the testing of Fire Safety Systems and firefighting and the environment. These are included as informative as set out in **Appendix A**.

Potential conflict of interest

1040. Concerns have been raised about the close working relationship that exists between the applicant (Veolia) and Hampshire County Council (Project Integra), and the perception of a 'conflict of interest'. Some representations

went as far as to say that the system should not allow Hampshire County Council to determine a contentious application made by its own waste contractor. Planning legislation dictates that, in a two-tier area, the County Council is the Waste Planning Authority and therefore responsible for dealing with all planning applications relating to waste. Legislation also requires an upper tier authority to act as the Waste Disposal Authority, in the knowledge that it is also the Waste Planning Authority. Furthermore, as already set out under the section on [Replacement of the existing waste management uses](#), the ERF proposal is not part of the Hampshire Waste Disposal Services Contract and is a proposal for a merchant facility. All planning applications will be determined on their own merits and in accordance with relevant policies and guidance, regardless of who has submitted them. The County Council as Waste Planning Authority operates independently of the Waste Disposal Authority and therefore has no remit to solve the Council's waste processing and recycling issues other than by preparing and updating the spatial development plan as it relates to waste. The application has been determined in accordance with the development plan and in accordance with national and corporate guidance. The outcomes of this decision-making process are documented in this report.

Operator performance

1041. A number of objections related to breaches of conditions for the existing MRF / WTS permissions. Concerns have also been raised directly to the Waste Planning Authority by the Rt Hon Damian Hinds MP. Only two complaints have been received directly by the Waste Planning Authority since the application has been submitted relating to breaches of the vehicle routing. Additional complaints have been received by other parts of the County Council in relation to the same matters including the Highway Authority and the Waste Management team. Any complaints received have been investigated by the Monitoring and Enforcement Team and the Waste Planning Authority has worked positively with applicant. In relation to the breaches of lorry routing, discipline procedures have been undertaken by the applicant when breaches have occurred. Whilst it is recognised that operator performance is a concern, any complaints or allegations about the breach of conditions at the existing MRF / WTS are not relevant to the determination of this proposal.
1042. The applicants alleged non-compliance with conditions relating to low level screening and vehicle routing undermining their credibility were raised through some of the representations received. Whilst these concerns are acknowledged, the Waste Planning Authority have not received any reports on the breaches of these conditions.
1043. Concerns raised about the monitoring of the Site if permission were to be granted are acknowledged. If permission were granted, the Site would be inspected by officers in the Waste Planning Authority's Monitoring and Enforcement team to ensure compliance with any permission granted. The Environment Agency would also inspect the Site as part of monitoring the Environmental Permit.

Other issues

1044. The threat of judicial review is noted in some representations. However, the threat is not material to the determination process.
1045. A number of operational matters were raised as part of the consultation process. These included concerns relating to storage highly toxic lime powder residue from the incinerated waste (raised by East Hampshire District Council) and are acknowledged. No consultees, including the Environment Agency, raised such concerns. These matters would be covered by the Environmental Permit and the Planning regime should not conflict or duplicate.
1046. Aside from the design aspects already noted elsewhere in this commentary, it is important to note that the following operational issues will be considered by the Environment Agency when assessing the Environmental Permit and therefore covered by the permits justification and not planning:
- Operations;
 - efficient use of raw materials;
 - avoidance, recovery and disposal of wastes; and
 - accident management.
1047. Concerns were raised about the effective and safe management of ash produced as part of the incineration process. These are acknowledged. Ash is an incineration plant residue which is produced in the furnace or collected in the gas cleaning plant. Issues such as ash from incineration will be considered by the Environment Agency when assessing the Environmental Permit. The permit will prevent these two types of ash being mixed and will contain conditions to ensure that there are no significant emissions from the Site from the handling or treatment of the ash. When ash is sent for disposal or recovery, other waste legislation will apply, and the operator will be responsible for using a registered waste carrier to transport the material to an appropriately licensed facility. During the permit's lifetime, the applicant will routinely assess the operator's compliance with this 'duty of care'. The sustainable management and reuse of ash means that it can be reused for example in highway engineering. The applicant has an existing contract with the Fortis IBAA site near Longparish for the three existing ERFs run as part of the waste contract. Where any ash from the ERF would be transported to would be subject to a contract which would be put in place if permission is granted.
1048. Concerns have been raised that the approval of this application would create a precedent. All applications received are considered on their merits against the relevant national and local planning policy. Precedence is not material to the decision-making process.
1049. It was also noted that in representations that Surrey County Council refuses all applications for incinerators. As with the issue of precedent, Hampshire County Council, as Waste Planning Authority, will consider all applications received on its merits. What position another planning authority may take on a different development is not material to this decision.

1050. Some representations quoted Hampshire County Council's response to the proposed Wheelabrator ERF, off the A303, as a material consideration. Any comments made on a separate proposal are not relevant to the determination of this proposal. It is a separate proposal. This application will be considered on its merits.
1051. No Wey Incinerator Action Group indicated that there are significant deficiencies with a number of the assessments contained in the ES and therefore it is not possible to reach a reasoned conclusion on the significant effects of the development, contrary to [Regulation 18\(4\) of the Town and Country Planning \(Environmental Impact Assessment\) Regulations 2017](#). As already set out, additional information has been requested and received under Regulation 25 to allow the Waste Planning Authority to move forward to the determination of the proposal.
1052. Concerns were raised that the proposal is driven by commercial gains. This is not relevant to the determination of this proposal.
1053. The weight of public opinion (level of objections) is not material to decision making. Material planning matters raised in objections are, where they are relevant, and these have been documented through the report.

Conclusions

1054. The proposal is without doubt a complex planning application and one which has attracted considerable public interest. The Government, and indeed the Waste Planning Authority acknowledges that the debate around energy recovery from waste can often be emotive and highly polarised. There are many subtleties and individual proposals need to be debated using all the available evidence, and with due consideration of the wider environmental, social and economic impacts of managing our waste.
1055. In formulating the recommendation, all the evidence and potential impacts of the development have been carefully examined. This has included analysing the applicant's planning application and ES including the additional information supplied under the various stages of Regulation 25 of the [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#) and further points of clarification, as well as the representations and comments from consultees where they relate to material planning considerations. The fact that some of those making representations to the Waste Planning Authority do not agree with the proposal, or with some aspects of it, is not unexpected. This does not prevent the application from being a robust Environmental Statement (as defined in the regulations).
1056. In accordance with section 38 of the [Planning and Compulsory Purchase Act 2004](#) and relevant national policy, the decision on this application should be taken in accordance with the Development Plan unless material considerations indicate otherwise. There are a large number of relevant development plan policies which have been reviewed and assessed as part of the process of coming to a recommendation. All relevant policies need to be considered and a balance needs to be made on the suitability of the proposal.

1057. In considering the planning balance that applies it is first necessary to identify the benefits of the proposed development and to assess the weight which each benefit should attract in the overall decision. These are considered to be as follows:
- Diversion from landfill and reduction in carbon as a result;
 - Energy generation;
 - Heat generation;
 - Strong economic benefits for Hampshire terms of having a new merchant facility for the management of residual wastes;
 - Biodiversity net gain; and
 - Other socio-economic benefits.
1058. There are also opportunities for enhancement of habitats through community benefits packages which lie outside of the planning process.
1059. It is clear from the [commentary](#) section of the report that the main issues associated with this proposal relate to the potential impacts on landscape (and associated visual impacts and the historic environment), air quality and highways. It is not questioned that the proposed facility would have a visual impact and the proposal is not considered to be in accordance with Policy 10 (Protecting public health, safety and amenity) of the [HMWP \(2013\)](#) in relation to visual impacts. It is also recognised that the proposal would have a significant impact on a listed building located in proximity to the Site. Proposed mitigation measures help to reduce the visual impact of the development. However, it is important to consider the precedent set by the grant of planning permission for the existing MRF and WTS facility. Although the scale is different, the setting has been impacted by the location of this waste use. Therefore, in determining whether this is an acceptable proposal is the balance between the potential landscape and historic environmental impacts with the need for the facility and energy requirements.
1060. Overall, it is considered that energy from waste is an essential intermediate technology which will deliver savings in carbon emissions when compared to current waste management practice such as landfilling. Notwithstanding this fact, the ERF will need to improve its performance to ensure continued climate change benefits in the longer term. The weight given to climate change benefits is reduced due to the potential for these to reduce over time without future improvements such as the future installation of carbon capture and storage technology in response to changing regulatory requirements. The potential to generate energy and heat is clearly set out in national policy. National energy security is becoming more of a nationally important issue and one that the Government places significant weight on. More stringent regulatory controls outside of the planning system are likely to be imposed in the future by Government if the UK's Net Zero target is to be achieved by 2050 which the development will need to comply with if it is to continue operating.
1061. The proposal incorporates a high quality design in accordance with Policy 13 (High quality design of minerals and waste developments) of the [HMWP \(2013\)](#). Mitigation measures are included in relation to climate change, landscaping and moving towards net zero.

1062. In other respects, the site benefits from good transport links with direct access to the A31. The use of this road and other parts of the strategic highway network to deliver waste to the site can be secured by a legal agreement.
1063. Significant environmental effects to local air quality and public health, noise and vibration, dust, litter, ecology, rights of way, airport safety, odour, ground contamination, drainage and flood risk or socio-economic effects are not anticipated through the work undertaken on the application and the conditions proposed. The Environmental Permit regime and wider pollution controls are the appropriate regulatory procedures for regulating potential emissions as opposed to the grant of planning permission.
1064. The additional information prepared by the applicant as part of the planning process, alongside relevant planning conditions and the section 106 agreement satisfy any potential impacts in relation to air quality and highway impacts.
1065. Planning law incorporated within Section 38(6) of the [Planning and Compulsory Purchase Act 2004](#) and section 70(2) of the [Town and Country Planning Act 1990](#) requires that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 11 of the [NPPF \(2021\)](#) confirms that planning authorities should approve development proposals that accord with an up-to-date development plan without delay.
1066. As with all applications of this scale, a judgement of the planning merits is required taking account of the planning balance. Whilst acknowledging the landscape and visual impacts of the proposal, the benefits provided by the development and the weight that should be given to these in the decision support a grant of planning permission for the development.
1067. The assessment of the planning application against the development plan confirms it is in accordance with its policies when read as a whole. Consideration has been given to all material considerations, identifying that there are some considerations which need to be placed on the negative side of the planning balance. However, they are not considered to outweigh the compliance with the Development Plan and wider material considerations which support the development and when considered in balance support a grant of planning permission.
1068. All decisions relating to the development of an ERF of this scale are complex. A balance needs to be made on all the issues to come to a conclusion on whether to grant or refuse planning permission. The Waste Planning Authority recognises that due to the complexed nature of the proposal, that not all impacts, such as visual impacts of the development, can be fully mitigated. The commercial and economic need for the development has been adequately justified and the proposal would create additional non-hazardous waste management capacity for residual commercial and industrial wastes. The proposal will allow residual waste, which cannot be reused or recycled to be managed at the most reasonable level of the waste hierarchy, diverting it from landfill, and providing an alternative long-term capacity in advance of

and for when Hampshire's remaining landfills close (Policies 25: Sustainable waste management and 27: Capacity for waste management). The ERF would not be constructed until appropriate MRF capacity has been secured elsewhere. The proposal will also help to reduce the export of residual wastes outside of the county or to Europe particularly considering the UK's exit from the European Union, reducing the reliance on the export of waste. The development will recover energy through the generation of electricity and heat, helping to contribute to the Government's policy requirement to achieve energy security (Policy 28: Energy recovery development). The proposed Site is located along a strategic road corridor (as illustrated on the Key Diagram in the [Hampshire Minerals and Waste Plan \(2013\)](#) (HMWP) (2013)) and is acceptable in terms of highway safety and capacity (Policy 12: Managing traffic). The development will not have an unacceptable impact on air quality, noise or health and is acceptable in terms of emissions (Policy 10: Protecting public health, safety and amenity) and impacts on ecology (Policy 3: Habitats and species) based on the mitigation measures proposed and conditions included in **Appendix A**. On balance, the fact that the development is in accordance with these policies is considered to outweigh the significant visual impacts that will be experienced in certain locations close to the site. This judgement has been made based on an assessment of the application, as well as the proposed conditions (as set out in **Appendix A**) and the proposed legal agreement which help to effectively control and mitigate the development. Taking all these matters into account, on balance the proposal, subject to the conditions proposed and associated section 106 agreement, is on the whole considered to be a sustainable waste management development in accordance with paragraph 11 of the [National Planning Policy Framework \(2021\)](#) (NPPF), associated waste policy and national policy and Policy 1 (Sustainable minerals and waste development) of the [HMWP \(2013\)](#).

1069. The Department for Levelling up, Housing and Communities (DLUHC) Planning Casework Unit (PCU) has received a third-party request for the Secretary of State to 'call in' the planning application for determination. The Secretary of State exercises the powers of call-in only very rarely, but frequently receives requests to do so. The recommendation reflects this.
1070. It is therefore concluded that on balance, that subject to confirmation that the Secretary of State does not intend to call-in the application for determination, planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure Heavy Goods Vehicle routing, the installation of Automatic Number Plate Recognition (ANPR) camera at the A31 Hen and Chicken Inn junction, ongoing monitoring of the Travel Plan, provision of connections to enable the export of heat from the facility, a Landscape Management Plan and a number of ecological improvements and enhancements including additional offsite mitigation measures and a Preliminary Ecological Appraisal with respect to the construction compound.

Recommendation

1071. That, subject to confirmation that the Secretary of State does not intend to call-in the application for determination, planning permission be GRANTED subject to the conditions listed in **Appendix A** and completion of a section 106 agreement to secure Heavy Goods Vehicle routing, the installation of Automatic Number Plate Recognition (ANPR) camera at the A31 Hen and Chicken Inn junction, ongoing monitoring of the Travel Plan, provision of connections to enable the export of heat from the facility, a Landscape Management Plan and a number of ecological improvements and enhancements including additional offsite mitigation measures and a Preliminary Ecological Appraisal with respect to the construction compound.

Appendices:

Appendix A – Conditions

Appendix B – Committee Plan

Appendix C – Layout Plan (existing site)

Appendix D – Layout Plan (proposed ERF)

Appendix E – Elevations

Appendix F – Landscape design

Appendix G – Nearby ecological, landscape designations, heritage assets and ROW

Appendix H – Landscape Viewpoints

Appendix I - Alternatives

Appendix J – Landscape Character Areas

Appendix K – Zone of Theoretical Visibility

Appendix L – List of application documents

Appendix M – Report on Residual Waste Capacity in South East FINAL (SEWPAG)

Appendix N - Wider South East Residual Waste Capacity Report Final 2021 (SEWPAG)

Other documents relating to this application:

<https://planning.hants.gov.uk/Planning/Display/33619/007>

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.	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>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.)</p>	
<u>Document</u>	<u>Location</u>
33619/007 EH141 Alton Materials Recovery Facility, A31, Alton GU34 4JD (Development of an Energy Recovery Facility and Associated Infrastructure	Hampshire County Council

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

Commencement of development

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

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

2. The operator shall notify the Waste Planning Authority of the date of the commencement of demolition of the existing Materials Recovery Facility / Waste Transfer Station.

Reason: To enable the Waste Planning Authority to monitor compliance with the conditions of the planning permission.

3. The operator shall notify the Waste Planning Authority of the date of the material start of each phase of development in writing at least 7 days prior to each phase commencing. The phases of development shall comprise:
 - a. the commencement of construction;
 - b. the commencement of commissioning trials (“commissioning trials” are defined as operations in which waste is processed under specified trials to demonstrate that the development complies with its specified performance); and
 - c. the date when the development will become fully operational (“fully operational” is defined as the point from which it has been demonstrated that the development operates in accordance with its specified performance once the commissioning trials have been successfully completed).

The operator shall also notify the Liaison Panel of the commencement of each phase of the development.

Reason: To enable the Waste Planning Authority to monitor compliance with the conditions of the planning permission.

Construction

4. No development shall commence, including any works of demolition, until a Construction Environmental and Traffic Management Plan has been submitted to, and approved in writing by, the Waste Planning Authority. The Plan shall provide for:

- a) An indicative programme for carrying out of the works;

- b) The arrangements for public consultation and liaison during the construction works;
- c) Details of site preparation works (prior to construction);
- d) Measures to minimise the noise (including vibration) generated by the construction process setting out the use of best practice measures to mitigate and minimise noise during the construction phase and to include:
 - identification of the methodology and frequency of noise measurement during the agreed construction hours;
 - the selection of plant, equipment and machinery to be installed on site;
 - details of plant and equipment to be installed to ensure the control of noise emanating from all fixed plant associated with the development;
 - the location of plant away from the nearest sensitive receptors or in locations that provide good screening in the direction of sensitive receptors;
 - use of broadband noise reverse alarms (where practicable) on mobile plant;
 - careful handling of materials used in construction processes to avoid unnecessary noise;
 - mitigation measures to be employed on site, how the operational noise criteria will be met at all sensitive receptor locations, as detailed in the Noise and Vibration Assessment of April 2020;
 - use of appropriate noise silencing / noise reducing equipment for noisy elements of plant; and
 - Ensuring plant and machinery are serviced and well maintained.
- e) Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination including association measures to limit temporary effects;
- f) The parking of vehicles of site operatives and visitors;
- g) Loading and unloading of plant and materials;
- h) Storage of plant and materials used in constructing the development;
- i) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- j) Wheel washing facilities;
- k) Measures to control the emission of dust and dirt during construction to include construction phase dust mitigation measures specified in Environmental Statement Volume 1, Chapter 8
- l) A scheme for recycling/disposing of waste resulting from demolition and construction works;
- m) Dust management;
- n) Pest Management;
- o) Protocols governing the establishment of the temporary construction compounds;
- p) Confirmation of the construction working hours as set out under condition 10;
- q) proposed method of piling for foundations and penetrative methods and associated timescales and noise mitigation measures;
- r) details for the management of protected species and ecological mitigation as noted in the response from Natural England (August 2020), and also the

- measures outlined within the ES and additional submissions (including Regulation 25 Response - Ecology (December 2020) and Clarification
- s) Water quality and surface water management;
 - t) traffic management measures including:
 - details on the daily and total number and size of lorries accessing the site;
 - the turning of delivery vehicles;
 - provisions for removing mud from vehicles;
 - A programme of works;
 - restrictions on vehicle delivery hours;
 - on-site construction vehicle parking & manoeuvring arrangements;
 - an HGV routing strategy;
 - staff parking arrangements;
 - management and procedures for access by abnormal loads;
 - local signage strategy; and the
 - details of any temporary highway works necessary for the construction of the facility.

The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction.

Reason: To protect the amenities of nearby residential premises during the construction phase of the development and in the interests of highway safety, in accordance with Policies 10 (Protection of health, safety and amenity) and 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013), Policies CP27 and CP31 of the East Hampshire District Local Plan Joint Core Strategy 2014, Policies SD19 and SD54 of the Submission version of the emerging South Downs Local Plan, and the revised National Planning Policy Framework (2021). This is a pre-commencement condition required to ensure the development is constructed in a manner which ensures amenity is protected and includes appropriate noise controls and thus goes to the heart of the permission.

5. Prior to the commencement of the development hereby permitted, a scheme shall be submitted and approved by the Waste Planning Authority on the construction and maintenance of the underground storage bunker and securing the dewatering of the site. The scheme shall include a Maintenance Programme. The scheme shall be implemented as approved.

Reason: To protect the local amenities and the water environment in accordance with Policies 10 (Protection of health, safety and amenity) and 11 (Flood risk and flooding) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition required to ensure the development is constructed in a manner which ensures amenity is protected and thus goes to the heart of the permission.

6. Prior to the commencement of development, precise details of the external construction materials, finishes and colours shall be submitted to the Waste Planning Authority for approval. The development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity in accordance with Policies 10 (Protecting health, safety and amenity) and 13 (High quality minerals and waste development) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition to ensure that the exact construction materials are acceptable prior to the commencement of the development and thus goes to the heart of the development.

7. The demolition of the existing Materials Recovery Facility / Waste Transfer Station to prepare the site for the commencement of the construction of the development hereby permitted shall only take place once replacement waste management capacity has been secured, as part of the Hampshire Waste Management Disposal Contract. Evidence of this secured capacity should be provided to the Waste Planning Authority prior to the commencement of demolition.

Reason: To ensure that there is no loss of an active waste site before adequate capacity can be secured elsewhere in accordance with Policy 26 (Safeguarding - waste infrastructure) of the Hampshire Minerals and Waste Plan (2013).

8. No development approved by this planning permission shall commence until a Remediation Strategy has been submitted to and approved in writing by the Waste Planning Authority. The Strategy will identify any residual contamination that may be present and ensure that this is remediated as part of the development. The strategy will include the following components:

1. A preliminary risk assessment which has identified:
 - a) all previous uses;
 - b) potential contaminants associated with those uses;
 - c) a conceptual model of the site indicating sources, pathways and receptors;
 - d) potentially unacceptable risks arising from contamination at the site.

2. A Site Investigation Scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off-site;

3. The results of the site investigation and the detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the

remediation measures required and how they are to be undertaken.

4. A Verification Plan demonstrating the completion of works set out in the approved Remediation Strategy and the effectiveness of the remediation, providing details of the data that will be collected in order to demonstrate that the works set out in the Remediation Strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the written consent of the Waste Planning Authority. The scheme shall be implemented as approved.

Reason: To ensure the effective management of any contaminated soils to protect the amenity of nearby residential properties and the environment in accordance with Policy 10 (Protecting health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition to ensure appropriate noise controls relating to the construction works and thus goes to the heart of the permission.

9. If, during the construction or operation of the development hereby permitted, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Waste 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 Waste Planning Authority. The Remediation Strategy shall be implemented as approved.

Reason: To ensure the effective management of any contaminated soils to protect the amenity of nearby residential properties and the environment in accordance with Policy 10 (Protecting health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

10. During the construction of the development, the hours of working shall be limited to 07.00 to 19.00hrs Monday to Saturday only. There shall be no working outside of these hours.

Reason: To minimise the impacts on residential and environmental amenity from the construction of the development in accordance with Policy 10 (Protecting health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

Operations

11. The development is permitted to operate on a 24-hour, 7 days a week basis. Heavy goods vehicles delivering any waste material, process consumables or removing material or residues associated with the

operational phase of the development hereby approved shall only take place between the hours of 07.00 and 19.00 daily, outside of these hours (between the hours of 19.00 and 07.00) a maximum of 3 vehicles are permitted to deliver waste to the facility. There shall be no delivery of waste, the export of Air Pollution Residues and the delivery of consumables on Christmas Day or Boxing Day.

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 and Waste Plan (2013).

12. The unloading, storage and reloading of waste materials (both incoming and outgoing) shall only take place inside the building 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).

13. The loading doors to the tipping hall shall only be opened when required to allow vehicles and mobile equipment into and out of buildings, for maintenance or in an emergency. The loading doors shall be fitted with a fast-acting closing system that ensures they are closed rapidly following the safe passage of a vehicle into and out of the building. Doors which allow the movement of personnel into and out of the buildings shall be closed when not in use.

Reason: To minimise noise and odour emissions from the operation of the development to protect local amenity in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

14. Fugitive litter arising from the construction and operation of the development shall be minimised and shall not be permitted to escape the boundaries of the planning application site. The steps to be taken by the operator to control the discharge of litter shall include but not be limited to:

- I. During construction works, the erection of a boundary fence to curtail any windblown litter and regular collection of any fugitive litter emissions which may occur within the fenced off area;
- II. Following the commissioning of the development:
 - a) All waste goods vehicles entering and leaving the site shall be fully enclosed or sheeted or as permitted under Highway Regulations;
 - b) Regular inspections and litter picks shall be undertaken outside the buildings to remove any fugitive litter from the external areas;

- c) All vehicles leaving the site should be clear of waste to ensure that waste is not carried on to the public highway. In the event that waste from vehicles leaving the site are deposited on the public highway, measures shall be undertaken to clean the highway.

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

15. The applicant shall publish air quality information on the facilities website in accordance with an agreed scheme to be agreed by the Waste Planning Authority. This shall be submitted and approved prior to the receipt of the first waste into the plant.

Reason: To demonstrate the facility performance on air quality matters and to ensure local amenity in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

Tonnages

16. No more than 330,000 tonnes of residual non-hazardous waste per calendar year shall be delivered to the site. For the avoidance of doubt a calendar year shall comprise the period between 1 January and 31 December. A record of the quantity of residual waste delivered to the site and all residues from the facility shall be maintained by the operator. This should be made available to the Waste Planning Authority on request. All records should be kept for at least 48 months.

Reason: In the interest of the amenity in accordance with Policies 10 (Protecting public health, safety and amenity) and 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013) and to ensure the Waste Planning Authority can effectively monitor capacity and energy / heat produced by the development in accordance with Policies 25 (Sustainable waste management) and 27 (Managing waste management capacity) of the Hampshire Minerals and Waste Plan (2013).

Waste types

17. Only residual non-hazardous waste, in accordance with the requirements of the Environmental Permitting (England and Wales) Regulations (2016) and the Waste (England and Wales) Regulations 2021, shall be imported to the site.

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

Storage of waste

18. There shall be no external deposition or outside storage of waste.

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

Recovery status of the development

19. Prior to the development becoming operational and being brought into use, the operator shall submit to the Waste Planning Authority, confirmation that the development has achieved Stage R1 Status through Design Stage Certification from the Environment Agency. Once operational, alterations to the processing plant may be undertaken to satisfy Best Available Technique or continued compliance with R1.

Reason: To confirm the recovery status of the development and ensure that waste is managed at a higher level of the waste hierarchy to comply with Policy 25 (Sustainable waste management) of the Hampshire Minerals and Waste Plan (2013).

Connection to the grid

20. If within a period of 12 months of the facility hereby approved becoming fully operational, the Energy Recovery Facility has not commenced the export of electricity to the electrical distribution grid, the facility shall immediately cease operations. The facility will only be able to recommence operations once the export of electricity to the electrical distribution grid has been established. The Waste Planning Authority will be provided with evidence of the connection prior to the recommencement of operations.

Reason: To confirm the recovery status of the development and ensure that the waste is managed at a higher level of the waste hierarchy to comply with Policy 25 (Sustainable waste management) of the Hampshire Minerals and Waste Plan (2013).

Use of residual heat

21. Prior to the acceptance of waste at facility hereby approved:

- I. a scheme shall be submitted to and approved in writing by the Waste Planning Authority to identify a route for the supply of heat to the boundary of the site. Thereafter, the proposed route of the heat connection to the boundary of the site shall be safeguarded throughout the operational life of the development;
- II. a review of the potential to utilise the residual heat from the process shall be carried out. The review shall incorporate further evaluation of the options to export recoverable heat from the process, developing the options identified within Appendix 4.2 of the Environment Statement, specifically incorporating feasibility/market analysis/market testing. The conclusions/findings of this appraisal shall be submitted to the Waste Planning Authority for its approval including a programme for the implementation of any potentially viable options.

In the event that the Waste Planning Authority conclude that viable heat recovery options are not currently available in the local area at the time of this review, the operator shall repeat the heat investigation process every four years during the operational life of the development. The review shall be submitted to the Waste Planning Authority following its completion.

Reason: To ensure that potential to recover heat energy from the process is not prejudiced, thus satisfying the objectives of European and National Policy, notably the revised EU Waste Framework Directive the Waste (England and Wales) Regulations 2011.

Net zero compliance

22. Details of any external equipment required for CO₂ management or removal should be submitted to the Waste Planning Authority and approved prior to installation.

Reason: To ensure the sustainable management of CO₂ for the duration of the life of the plant in accordance with Policy 2 (Climate change adaptation and mitigation) of the Hampshire Minerals and Waste Plan (2013).

23. Details shall be submitted to the Waste Planning Authority prior to the installation of hydrogen fuelling points. Installation shall not take place until these details are approved. The installation shall take place in line with the approved details.

Reason: To ensure sustainable energy management in accordance with Policies 2 (Climate change adaptation and mitigation), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals and Waste Plan (2013).

Highways

24. No development hereby permitted shall commence until a Full Travel Plan demonstrating the interventions, incentives and targets which will be implemented to promote a reduction in single occupancy car trips to the site has been submitted to and approved in writing by the Waste Planning Authority. The plan should include details of implementation and monitoring and measures for non-compliance. It should also include provision for car sharing and for low energy vehicle infrastructure. The approved Travel Plan shall be implemented for the duration of the development.

Reason: To support sustainable transport policy in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition to ensure a Full Travel Plan is in place for the life of the development and thus goes to the heart of the permission.

25. Prior to the first delivery of any waste to the site (including for testing and commissioning), the access and turning areas shall be installed in accordance with the approved plans.

The areas shall be maintained and kept free of obstructions once the ERF is operational.

Reason: To ensure the effective movement of Heavy Goods Vehicles within the site in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013).

26. Prior to the commencement of development, the visibility splays (as set out in 18039-FRA-XX-00-DR-A-90-0003RevP1 and relevant sections of the ES) at the junction of the access road with the public highway shall be provided. These splays shall be kept free of obstacles at all times and maintained for the duration of the development.

Reason: To ensure the effective movement of Heavy Goods Vehicles into and out of the site, protecting highway safety in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013).

27. Prior to the commencement of the full operation of the development hereby permitted, cycle parking/storage shall be provided in accordance 18039-FRA-XX-00-DR-A-90-0003RevP1.

Reason: To reduce reliance on the private car and increase opportunities for sustainable transportation of employees in accordance with Policy 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013).

28. All vehicles, plant and machinery operated within the site shall be maintained in accordance with the manufacturers' specification at all times,

shall be fitted with and use effective silencers and be fitted with and use white-noise type reversing alarms.

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

29. The approved sign at the site exit advising drivers of the agreed vehicle routes shall be maintained for the duration of the development hereby permitted.

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

30. All goods vehicles entering and leaving the ERF shall be sheeted.

Reason: In the interest of preventing littering and so reducing pollution and local amenity impact in accordance with Policies 10 (Protecting public health, safety and amenity) and 12 (Managing traffic) of the Hampshire Minerals and Waste Plan (2013).

Odour management

31. Prior to the commissioning of the plant hereby permitted, an Odour Management Plan shall be submitted to and approved in writing by the Waste Planning Authority. The scheme to be submitted shall include provisions for regular updating in order to reflect best practice. Development shall be carried out in accordance with the approved Odour Management Plan for the duration of the development.

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

Ecology

32. Prior to the operation of the development hereby approved, a Biodiversity Mitigation and Enhancement Plan shall be submitted to and approved in writing by the Waste Planning Authority. This shall set out the measures that will be implemented to avoid and minimise impacts on biodiversity and cover measure identified in Chapter 6 of the Environmental Statement.

The development shall be carried out in accordance with the approved plan.

Reason: In the interests of nature conservation in accordance with the Habitats Regulations and Policy 3 (Protection of habitats and species) of the Hampshire Minerals and Waste Plan (2013).

33. Prior to the operation of the development hereby approved, details on the management of dormouse habitats and an associated Enhancement Strategy shall be submitted to and approved in writing by the Waste Planning Authority.

The details and Strategy shall be carried out in accordance with the approved plan.

Reason: In the interests of nature conservation in accordance with the Habitats Regulations and Policy 3 (Protection of habitats and species) of the Hampshire Minerals and Waste Plan (2013).

Noise

34. Operational noise contribution from the development hereby permitted at the receptors listed below shall not exceed the maximum permissible levels set out when assessed in accordance with BS 4142:2014+A1:2019 at a height of 1.2m to 1.5m above ground and at least 3.5m away from the nearest reflecting surface other than the ground.

Residential Receptor	Time	Maximum Permissible Rating Level LAeq,T	Measurement Time Period
R1. Hawbridge Farm	Daytime (07:00 – 19:00)	47	1 hour
	Night-time (23:00 – 07:00)	34	15 mins
R2. Rookery Cottage	Daytime (07:00 – 19:00)	49	1 hour
	Night-time (23:00 – 07:00)	35	15 mins
R3. Bonham's Farm	Daytime (07:00 – 19:00)	48	1 hour
	Night-time (23:00 – 07:00)	35	15 mins

This is to be determined either by way of direct measurement at the stated locations, or where extraneous ambient noise precludes this, by way of a combination of measurement and calculation.

Reason: To prevent noise disturbance to the residents of the nearest houses in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

35. Prior to the operation of the facility hereby approved, a Noise Assessment shall be submitted to and approved approval by the Waste Planning Authority. This assessment should demonstrate the additional mitigation measures to be employed on site, how the operational noise criteria will be met at all sensitive receptor locations, as detailed in the Noise and Vibration Assessment (April 2020).

Reason: To prevent noise disturbance to the residents of the nearest houses in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

Trees

36. The development hereby approved should be implemented in accordance with Arboricultural Implications Assessment (reference JCA 15934-A/AJB).

Reason: In the interests of the protection of flora and fauna, landscape character and visual amenity in accordance with Policies 3 (Protection of habitats and species), 5 (Protection of the countryside), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals and Waste Plan (2013) and to ensure there is adequate provision for the preservation of trees (as required by Section 197 of the Town and Country Planning Act 1990).

37. Prior to the commencement of development, a Tree Protection Plan identifying all trees on the application site and those which are to be retained/protected during development shall be submitted to the Waste Planning Authority for approval in writing. The development shall be implemented in accordance with the approved scheme.

Reason: In the interests of the protection of flora and fauna, landscape character and visual amenity in accordance with Policies 3 (Protection of habitats and species), 5 (Protection of the countryside), 10 (Protecting public health, safety and amenity) and 13 (High-quality design of minerals and waste developments) of the Hampshire Minerals and Waste Plan (2013) and to ensure there is adequate provision for the preservation of trees (as required by Section 197 of the Town and Country Planning Act (1990). This is a pre commencement condition to ensure effective tree

protection for the construction and operation of the development hereby permitted and thus goes to the heart of the permission.

Landscaping

38. Within 3 months of the date of this permission, a detailed Landscaping Scheme for the site shall be submitted to and approved by the Waste Planning Authority in writing. The scheme shall specify the types, size and species of all trees and shrubs to be planted; details of all trees to be retained and details of fencing/enclosure of the site, phasing and timescales for carrying out the works, and provision for future maintenance of all landscaping including vegetative walls.

Specified trees, shrubs, and grasses should be consistent with the character of native vegetation in colour/tone.

Any trees that are removed or found to be dead, dying, severely damaged or diseased for the duration of the development shall be replaced in the next planting season with others of similar size and species. The scheme shall be implemented as approved.

The approved details will be adhered to in full for the duration of the development.

Reason: To ensure the protection of flora and fauna, landscape character and visual amenity to ensure compliance with Policies 5 (Protecting the countryside), 10 (Protecting public health, safety and amenity) and 13 (High quality design of minerals and waste developments) of the Hampshire Minerals and Waste Plan (2013).

39. All landscaping set out in the Landscaping Scheme shall be carried out in the first planting and seeding season following the full operation of the Energy Recovery Facility hereby permitted. Any trees or shrubs 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. The scheme shall be implemented as approved.

Reason: In the interests of visual amenity 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 and Waste Plan (2013).

40. Within 6 months of the date of this permission, a detailed visual assessment to help to inform the colour of the stack shall be submitted to and approved by the Waste Planning Authority.

Reason: In the interests of visual amenity 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 and Waste Plan (2013).

41. Within 3 months of the date of this permission, a Living Wall Planting and Maintenance Plan shall be submitted to and approved by the Waste Planning Authority. This should provide more information on the species to be used and how the living wall will be maintained for the life of the development. Any vegetation which dies or becomes damaged or diseased during the operational life of the site shall be replaced. The scheme shall be implemented as approved.

Reason: To mitigate the visual and landscape impacts of the development 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 and Waste Plan (2013).

Historic environment

42. Prior to the commencement of development hereby approved, an Archaeological Watching Brief shall be submitted to and approved by the Waste Planning Authority. The brief shall be implemented as approved.

Reason: In the interests of archaeology in accordance with Policy 7 (Conserving the historic environment and heritage assets) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition as such details need to be considered to as the development is constructed and thus goes to the heart of the planning permission.

Lighting

43. Prior to the commencement of the development hereby permitted, a Lighting Scheme shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall include details of all external lighting, including floodlighting, safety lighting and illumination in relation to the construction of the development from within the plant, and measures to prevent light pollution spilling over the site boundary and to ensure surrounding countryside (including the South Downs National Park Dark Skies Reserve) is not impacted.

All lighting shall be in accordance with the standards set out in the Institute of Lighting Engineers 'Guidance notes for the reduction of obtrusive light' (ILE, 2005). The Lighting Scheme should take into account the International Dark Skies Reserve status of the National Park. It should be proportionate to the operational requirements of the site and not introduce

an excessive amount of illumination. All lighting should be designed to minimise upward light spill.

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

Reason: To minimise visual impact and to ensure the development is 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 developments) of the Hampshire Minerals and Waste Plan (2013).

Bird Hazard Management

44. No development shall take place until a Bird Hazard Management Plan has been submitted to and approved in writing by the Waste Planning Authority. The Bird Hazard Management Plan shall include design measures to minimise any increase in the numbers of hazardous species (primarily large or flocking birds) as a result of the development proposed. It should make a provision for the site managers to undertake/organise bird control (using appropriate licensed means) which would address any population of gulls or other bird species occupying the facility, to disperse as many as necessary in order to prevent them from successfully breeding at the site. Such measures should include:

- Provisions to prevent gulls from breeding (using appropriate licensed means) on site;
- The Bird Hazard Management Plan should ensure that there is safe access to all areas of the roof;
- The pond should be removed.

The development shall be carried out strictly in accordance with the details set out in the approved Bird Hazard Management Plan in perpetuity or until RAF Odiham is no longer operational.

Reason: To minimise the potential of the works approved to provide a habitat desirable to hazardous large and/or flocking birds which have the potential to pose a considerable hazard to aviation safety which is exacerbated by the proximity of RAF Odiham in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013). This is a pre-commencement condition required to ensure the development does not pose a bird strike risk and thus goes to the heart of the permission.

Water environment

45. No drainage systems for the infiltration of surface water to the ground are permitted other than with the written consent of the Waste Planning Authority. Any proposals for such systems must be supported by an assessment of the risks to controlled waters. The development shall be carried out in accordance with the approved details.

Reason: To ensure the effective management of surface water protect the amenity of nearby residential properties and the environment in accordance with Policies 10 (Protecting health, safety and amenity) and 11 (Flood risk and prevention) of the Hampshire Minerals and Waste Plan (2013).

46. No waste material or sediments shall be deposited so that it passes or is likely to pass into any watercourse.

Reason: To prevent pollution of the water environment in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

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

Reason: To prevent pollution of the water environment in accordance with Policy 10 (Protecting public health, safety and amenity) of the Hampshire Minerals and Waste Plan (2013).

48. The drainage system shall be constructed in accordance with the Drainage Assessment Ref: 4412/DA/Final/v1.2/2020-02-13. Any changes to the approved documentation must be submitted to and approved in writing by Waste Planning Authority. The development shall be carried out in accordance with the approved details.

Any revised details submitted for approval must include a technical summary highlighting any changes, updated detailed drainage drawings and detailed drainage calculations.

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

49. Details for the long-term maintenance arrangements for the surface water drainage system shall be submitted to and approved in writing by the Waste Planning Authority prior to the first operation of the development hereby approved. The submitted details shall include:
- Maintenance schedules for each drainage feature type and ownership;
 - Details of protection measures.

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

Restriction of PD rights

50. Once the ERF is fully operational, notwithstanding the provisions of Schedule 2, Part 4 of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that order), no extension to the building hereby permitted, or the erection of any building, fixed plant, fixed machinery or fixed structures on the land shall be erected other than that expressly authorised by this permission.

Reason: In the interests of visual amenity in accordance with Policies 10 (Protecting public health, safety and amenity) and 13 (High quality design of minerals and waste development) of the Hampshire Mineral and Waste Plan (2013).

Restoration / closure of the site

51. Following the decommissioning of the plant, a scheme and timetable for the demolition of the building and plant, the decontamination of the plant and the restoration of the site shall be submitted to the Waste Planning Authority for approval in writing. The scheme shall be implemented as approved.

Reason: To ensure that the land is capable of beneficial use following cessation of use in accordance with Policies 9 (restoration of minerals and waste developments), 10 (Protecting public health, safety and amenity), 13 (High quality design of minerals and waste development) of the Hampshire Mineral and Waste Plan (2013).

Monitoring

52. Prior to the commencement of the first receipt of waste at the ERF, a scheme for the monitoring of waste inputs shall be submitted to and approved by the Waste Planning Authority. This should include the submission of details on the quarterly sampling of waste arisings.

Reason: To ensure the active monitoring of waste inputs into the site to ensure compliance with the waste hierarchy in accordance with Policy 25 (Sustainable waste management) of the Hampshire Minerals and Waste Plan (2013).

Plans

53. The development hereby permitted shall be carried out in accordance with the following approved plans: **18039-FRA-XX-XX-DR-A-90-0001RevP2, 18039-FRA-XX-00-DR-A-90-0002RevP1, 18039-FRA-XX-00-DR-A-90-0003RevP1, 18039-FRA-XX-RL-DR-A-90-0004RevP1, 18039-FRA-XX-ZZ-DR-A-20-0005RevP2, 18039-FRA-XX-XX-DR-A-20-0006RevP1, 18039-FRA-XX-XX-DR-A-20-0007RevP2, 18039-FRA-XX-XX-DR-A-20-0008RevP1, 18039-FRA-XX-XX-DR-A-20-0009RevP1, 18039-FRA-XX-XX-DR-A-20-0010RevP1, 18039-FRA-XX-XX-DR-A-20-0011RevP2, 18039-FRA-XX-XX-DR-A-20-0012RevP1, 18039-FRA-XX-XX-DR-A-20-0013RevP1, 18039-FRA-XX-00-DR-A-90-0014RevP1, 2627-01-01**

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

Note to Applicants

1. In determining this planning application, the 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 (2021), 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. The Minerals and Waste Planning Authority, in accordance with the Hampshire Minerals and Waste Plan (2013), recommends that the site operator should set up and run a regular liaison panel to aid in addressing public complaints about the existing activities on the site, to assist resolution of any possible future issues, and support community relationships. The Panel should be set prior to the demolition of the MRF / WTS. More guidance on the establishment of a liaison panel is found here:

<https://documents.hants.gov.uk/mineralsandwaste/LiaisonPanelProtocolformineralsandwastesites.pdf>

4. Under the Environmental Permitting (England and Wales) Regulations 2016 the operator of a waste site will require an environmental permit for the importation, storage and treatment of waste.
5. The Environment Agency has advised that any fuel or oil storage must comply with the Oil Storage regulations. The Best Available Technique (BAT) for the design of a containment system for fuel and oil are:
 - All storage vessels are contained using a bund
 - The capacity of the bund is either 110% of the largest vessel or 25% of the aggregate capacity of all the vessels that it contains, whichever is greater;
 - The bund is capable of withstanding the hydrostatic head of liquid when full;
 - The bund is constructed of a material which is impermeable to crude oil and water and is resistant to fire;
 - If there are joints in the bund construction, then metal water stops are installed to prevent leakage from joints;
 - Sealants used in bund joints are resistant to crude oil and water and are capable of maintaining a seal with thermal expansion and contraction of the bund;
 - Pipework, cables and instruments do not penetrate the bund walls or floor;
 - The bund is fitted with a high level alarm;
 - The bund is fitted with a sump to allow removal of accumulated liquid.
6. The operator should be aware they are responsible for any littering of waste from this site. It is acknowledged that the opportunities for the operator to clean up of litter on public highways are limited, but the operator should take all reasonable and necessary measures to prevent litter and to collect and dispose of any that does occur, on or off their site.
7. Access and facilities for Fire Service Appliances and Firefighters should be in accordance with Approved Document B5 of the current Building Regulations.
8. Hampshire Act 1983 Section 12 – Access for Fire Service - Access to the proposed site should be in accordance with Hampshire Act 1983 Sect, 12 (Access to buildings within the site will be dealt with as part of the building regulations application at a later stage). Access roads to the site should be in accordance with Approved Document B5 of the current Building Regulations.
9. High reach appliances currently operated by the HFRS exceed the maximum requirements given in Section 17 of the Approved Document B. When considering high rise buildings these variations should be considered as additions and incorporated as follows. Structures such as bridges, which a high-reach appliance may need to cross should have a maximum carrying capacity of 26 tonnes. Where the operation of a high reach vehicle is envisaged, a road or hard standing is required 6m wide. In addition, the road or hard standing needs to be positioned so that its nearer edge is not less than 3m from the face of the building.

10. Additional water supplies for fire-fighting may be necessary. The Applicant is advised to contact the Community Response Support, Hampshire Fire and Rescue Headquarters, Leigh Road, Eastleigh, SO50 9SJ (risk.information@hantsfire.gov.uk) to discuss the proposal.
11. Hampshire Fire and Rescue Service (HFRS) would strongly recommend that consideration is given to installation of an Automatic Water Fire Suppression Systems (AWFSS) to promote life safety and property protection within the premises.
12. Hampshire Fire and Rescue Service strongly recommends that, upon commissioning, all fire safety systems are fully justified, fully tested and shown to be working as designed. Thereafter, their effectiveness should be reconfirmed periodically throughout their working lifecycles.
13. Premises' occupiers have a duty to prevent and mitigate damage to the water environment from 'fire water run off' and other spillages.
14. The applicant's attention is drawn to the Fire Authority's advisory recommendations relating to access for High-reach Appliances, water supplies, fire protection, the testing of Fire Safety Systems and fire-fighting and the environment as set out in representations received as part of the planning process.
15. Network Rail's request that the applicant contacts Asset Protection and Optimisation (ASPRO) team prior to works commencing if permission is granted and provide more information as noted in their planning application consultation response. The Alton branch line rail connection should be safeguarded for the duration of the development.
16. In advance of the construction of the development, the applicant's attention is drawn to the CAA procedures for cranes and tall equipment.
17. The applicant will need to gain the necessary formal approval of the construction compound under [Part 4 Schedule 2 of the Town and Country Planning \(General Permitted Development\) \(England\) Order 2015](#).
18. Land adjoining the application site is proposed for the construction and operation of the Southampton to London Pipeline (SLP) project, a nationally significant infrastructure project. The Council strongly advises the Applicant to liaise closely with Esso Petroleum Company, Limited over the timing and detailed implementation of the application proposals and the SLP, to seek to agree a detailed approach that avoids or reduces conflicts between the two development proposals, and that seeks to mitigate any impacts arising.
19. The Waste Planning Authority advises that the facility should be fitted with carbon capture storage as soon as national policy and regulations, including Environmental Permitting, determine it is requirement for ERFs. This will ensure that potential and future CO₂ emissions are effectively managed for the life of the development.
20. Any opportunities for the potential future connection of the site to the rail network should be explored.
21. There is a legal agreement attached to this decision. This covers mitigation concerning Heavy Goods Vehicle routing, the installation of an ANPR camera at the A31 Hen and Chicken Inn junction, ongoing monitoring of the Travel Plan, a Landscape Management Plan,

provision of connections to enable the export of heat from the facility and a number of ecological improvements and enhancements including additional offsite mitigation measures and a Preliminary Ecological Appraisal with respect to the construction compound.