Review of an Environmental Permit for an Installation subject to Chapter II of the Industrial Emissions Directive under the Environmental Permitting (England & Wales) Regulations 2016 (as amended)

Decision document recording our decision-making process following review of a permit

The Permit number is: EPR/HP3738JX

The Operator is: Freemans of Newent Limited
The Installation is: Hereford Animal Feed Mill
This Variation Notice number is: EPR/HP3738JX/V003

What this document is about

Article 21(3) of the Industrial Emissions Directive (IED) requires the Environment Agency to review conditions in permits that it has issued and to ensure that the permit delivers compliance with relevant standards, within four years of the publication by the European Commission of updated decisions on best available techniques (BAT) Conclusions.

We have reviewed the permit for this installation against the BAT Conclusions for the Food, Drink and Milk Industries published on 4th December 2019 in the Official Journal of the European Union. In this decision document, we set out the reasoning for the consolidated variation notice that we have issued.

It explains how we have reviewed and considered the techniques used by the Operator in the operation and control of the plant and activities of the installation. It is our record of our decision-making process and shows how we have taken into account all relevant factors in reaching our position.

As well as considering the review of the operating techniques used by the Operator for the operation of the plant and activities of the installation, the consolidated variation notice takes into account and brings together in a single document all previous variations that relate to the original permit issue. Where this has not already been done, it also modernises the entire permit to reflect the conditions contained in our current generic permit template.

The introduction of new template conditions makes the Permit consistent with our current general approach and with other permits issued to Installations in this sector. Although the wording of some conditions has changed, while others have been deleted because of the new regulatory approach, it does not reduce the level of environmental protection achieved by the Permit in any way. In this document, we therefore address only our determination of substantive issues relating to the new BAT Conclusions.

We try to explain our decision as accurately, comprehensively and plainly as possible. Achieving all three objectives is not always easy, and we would welcome any feedback as to how we might improve our decision documents in future.

How this document is structured

- 1. Our decision
- 2. How we reached our decision
- 3. The legal framework
- 4. Annex 1 Review of operating techniques within the Installation against BAT Conclusions.
- 5. Annex 2 Review and assessment of changes that are not part of the BAT Conclusions derived permit review
- 6. Annex 3 Improvement Conditions

1 Our decision

We have decided to issue the Variation Notice to the Operator. This will allow the Operator to continue to operate the Installation, subject to the conditions in the Consolidated Variation Notice that updates the whole permit.

We consider that, in reaching our decision, we have taken into account all relevant considerations and legal requirements and that the varied permit will ensure that a high level of protection is provided for the environment and human health.

The Consolidated Variation Notice contains many conditions taken from our standard Environmental Permit template including the relevant annexes. We developed these conditions in consultation with industry, having regard to the legal requirements of the Environmental Permitting Regulations and other relevant legislation. This document does not therefore include an explanation for these standard conditions. Where they are included in the Notice, we have considered the techniques identified by the operator for the operation of their installation, and have accepted that the details are sufficient and satisfactory to make those standard conditions appropriate. This document does, however, provide an explanation of our use of "tailor-made" or installation-specific conditions, or where our Permit template provides two or more options.

2 How we reached our decision

2.1 Requesting information to demonstrate compliance with BAT Conclusion techniques

We issued a Notice under Regulation 61(1) of the Environmental Permitting (England and Wales) Regulations 2016 (a Regulation 61 Notice) on 05/05/2021 requiring the Operator to provide information to demonstrate where the operation of their installation currently meets, or how it will subsequently meet, the revised standards described in the relevant BAT Conclusions document.

The Notice required that where the revised standards are not currently met, the operator should provide information that:

- describes the techniques that will be implemented before 4 December 2023, which will then ensure that operations meet the revised standards, or
- justifies why standards will not be met by 4 December 2023, and confirmation of the date when the
 operation of those processes will cease within the Installation or an explanation of why the revised BAT
 standards are not applicable to those processes, or
- justifies why an alternative technique will achieve the same level of environmental protection equivalent to the revised BAT standards described in the BAT Conclusions.

Where the Operator proposed that they were not intending to meet a BAT standard that also included a BAT Associated Emission Level (BAT-AEL) described in the BAT Conclusions Document, the Regulation 61 Notice required that the Operator make a formal request for derogation from compliance with that BAT-AEL (as provisioned by Article 15(4) of IED). In this circumstance, the Notice identified that any such request for derogation must be supported and justified by sufficient technical and commercial information that would enable us to determine acceptability of the derogation request.

The Regulation 61 Notice response from the Operator was received on 17/07/2021.

We considered it was in the correct form and contained sufficient information for us to begin our determination of the permit review.

The Operator made no claim for commercial confidentiality. We have not received any information in relation to the Regulation 61 Notice response that appears to be confidential in relation to any party.

2.2 Review of our own information in respect to the capability of the Installation to meet revised standards included in the BAT Conclusions document

Based on our records and previous experience in the regulation of the installation we have no reason to consider that the Operator will not be able to comply with the techniques and standards described in the BAT Conclusions.

3 The legal framework

The Consolidated Variation Notice will be issued under Regulations 18 and 20 of the EPR. The Environmental Permitting regime is a legal vehicle which delivers most of the relevant legal requirements for activities falling within its scope. In particular, the regulated facility is:

- an installation as described by the IED;
- subject to aspects of other relevant legislation which also have to be addressed.

We consider that, in issuing the Consolidated Variation Notice, it will ensure that the operation of the Installation complies with all relevant legal requirements and that a high level of protection will be delivered for the environment and human health.

We explain how we have addressed specific statutory requirements more fully in the rest of this document.

Annex 1: decision checklist regarding relevant BAT Conclusions

BAT Conclusions for the Food, Drink and Milk Industries, were published by the European Commission on 4 December 2019.

There are 37 BAT Conclusions.

BAT 1 – 15 are General BAT Conclusions (Narrative BAT) applicable to all relevant Food, Drink and Milk Installations in scope.

BAT 16 – 37 are sector-specific BAT Conclusions, including Best Available Techniques Associated Emissions Levels (BAT-AELs) and Associated Environmental Performance Levels (BAT-AEPLs):

BAT 16 & 17	BAT Conclusions for Animal Feed
BAT 18 – 20	BAT Conclusions for Brewing
BAT 21 – 23	BAT Conclusions for Dairies
BAT 24	BAT Conclusions for Ethanol Production
BAT 25 & 26	BAT Conclusions for Fish and Shellfish Processing
BAT 27	BAT Conclusions for Fruit and Vegetable Processing
BAT 28	BAT Conclusions for Grain Milling
BAT 29	BAT Conclusions for Meat Processing
BAT 30 – 32	BAT Conclusions for Oilseed Processing and Vegetable Oil Refining
BAT 33	BAT Conclusions for Soft Drinks and Nectar/Fruit Juice Processed from
	Fruit and Vegetables
BAT 34	BAT Conclusions for Starch Production
BAT 35 – 37	BAT Conclusions for Sugar Manufacturing

This annex provides a record of decisions made in relation to each relevant BAT Conclusion applicable to the installation. This annex should be read in conjunction with the Consolidated Variation Notice.

The overall status of compliance with the BAT conclusion is indicated in the table as:

NA - Not Applicable

CC – Currently Compliant

FC - Compliant in the future (within 4 years of publication of BAT Conclusions)

NC - Not Compliant

BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement
	GENERAL BAT CONCLUSIONS (BAT 1-15)		
1	Environmental Management System - Improve overall environmental performance. Implement an EMS that incorporates all the features as described within BATc 1.	FC	Environment Agency assessment The operator has stated that they are future compliant for some of the requirements for this aspect. On that basis, we have included an improvement condition (IC3) to enable the
	EMS Inventory of inputs & outputs. Increase resource efficiency and		operator to demonstrate compliance.
2	reduce emissions. Establish, maintain and regularly review (including when a significant change occurs) an inventory of water, energy and raw materials consumption as well as of waste water and waste gas streams, as part of the environmental management system (see BAT 1), that incorporates all of the features as detailed within the BATCs.	CC	Environment Agency assessment The operator has provided information to support compliance with BATc2. We have assessed the information provided and we are satisfied that the operator has demonstrated compliance with BATc2.
3	Monitoring key process parameters at key locations for emissions to water. For relevant emissions to water as identified by the inventory of waste water streams (see BAT 2), BAT is to monitor key process parameters (e.g. continuous monitoring of waste water flow, pH and temperature) at key locations (e.g. at the inlet and/or outlet of the pre-treatment, at the inlet to the final treatment, at the point where the emission leaves the installation).	NA	Animal feed production is an essentially dry process, with little to no process effluent produced. We are satisfied that this requirement is not applicable.
4	Monitoring emissions to water to the required frequencies and standards. BAT is to monitor emissions to water with at least the frequency given [refer to BAT 4 table in BATc] and in accordance with EN standards. If EN standards are not available, BAT is to use ISO, national or other international standards that ensure the provision of data of an equivalent scientific quality.	NA	Animal feed production is an essentially dry process, with little to no process effluent produced.

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BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement
			We are satisfied that this requirement is not applicable.
5	Monitoring channelled emissions to air to the required frequencies and	CC	Environment Agency assessment
	standards. BAT is to monitor channelled emissions to air with at least the frequency given and in accordance with EN standards.		The operator has provided information to support compliance with BATc5. We have assessed the information provided and we are satisfied that the operator has demonstrated compliance with BATc5.
			The operator currently undertakes monitoring to the MCERTS standard.
6	Energy Efficiency	СС	Environment Agency assessment
	In order to increase energy efficiency, BAT is to use an energy efficiency plan (BAT 6a) and an appropriate combination of the common techniques listed in technique 6b within the table in the BATc.		The operator has provided information to support compliance with BATc 6. We have assessed the information provided and we are satisfied that the operator has demonstrated compliance with BATc 6.
7	Water and wastewater minimisation	NA	Animal feed production is an essentially dry
	In order to reduce water consumption and the volume of waste water discharged, BAT is to use BAT 7a and one or a combination of the techniques b to k given.		process, with little minimal water usage.
			We are satisfied that this requirement is not applicable.
8	Prevent or reduce the use of harmful substances	CC	Environment Agency assessment
	In order to prevent or reduce the use of harmful substances, e.g. in cleaning and disinfection, BAT is to use one or a combination of the techniques given below.		The operator has provided information to support compliance with BATc 8. We have assessed the information provided and we are

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BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement
	(a) Proper selection of cleaning chemicals and/or disinfectants (b) Reuse of cleaning chemicals in cleaning-in-place (CIP)		satisfied that the operator has demonstrated compliance with BATc 8.
	(c) Dry cleaning (d) Optimised design and construction of equipment and process areas		The operator has stated that they don't use any cleaning chemicals as part of the permitted processes.
9	Refrigerants In order to prevent emissions of ozone-depleting substances and of substances with a high global warming potential from cooling and freezing, BAT is to use refrigerants without ozone depletion potential and with a low global warming potential.	NA	The operator has stated that they do not use refrigerants as part of the permitted processes. We are satisfied that this requirement is not applicable.
10	Resource efficiency In order to increase resource efficiency, BAT is to use one or a combination of the techniques given below: (a) Anaerobic digestion (b) Use of residues (c) Separation of residues (d) Recovery and reuse of residues from the pasteuriser (e) Phosphorus recovery as struvite (f) Use of waste water for land spreading	cc	Environment Agency assessment The operator has provided information to support compliance with BATc 10. We have assessed the information provided and we are satisfied that the operator has demonstrated compliance with BATc 10. The operator has stated that the separation and reuse of residues is a routine technique undertaken.
11	Waste water buffer storage In order to prevent uncontrolled emissions to water, BAT is to provide an appropriate buffer storage capacity for waste water.	NA	Animal feed production is an essentially dry process, with little to no process effluent produced. We are satisfied that this requirement is not

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BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement
12	Emissions to water – treatment In order to reduce emissions to water, BAT is to use an appropriate combination of the techniques given.	NA	Animal feed production is an essentially dry process, with little to no process effluent produced. We are satisfied that this requirement is not
13	Noise management plan In order to prevent or, where that is not practicable, to reduce noise emissions, BAT is to set up, implement and regularly review a noise management plan, as part of the environmental management system (see BAT 1), that includes all of the following elements: - a protocol containing actions and timelines; - a protocol for conducting noise emissions monitoring; - a protocol for response to identified noise events, eg complaints; - a noise reduction programme designed to identify the source(s), to measure/estimate noise and vibration exposure, to characterise the contributions of the sources and to implement prevention and/or reduction measures. Note: BAT13 is only applicable where a noise nuisance at sensitive receptors is expected and/or has been substantiated.	FC	Environment Agency assessment The operator has stated that they are future compliant for this aspect, in response to recent noise complaints. On that basis, we have included an improvement condition (IC3) to enable the operator to demonstrate compliance.
14	Noise management In order to prevent or, where that is not practicable, to reduce noise emissions, BAT is to use one or a combination of the techniques given below. (a) Appropriate location of equipment and buildings (b) Operational measures (c) Low-noise equipment (d) Noise control equipment	FC	Environment Agency assessment The operator did not provide any information relating to the techniques they employ for noise management but stated that an assessment would be undertaken to satisfy BATc 13.

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BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement
	(e) Noise abatement		On that basis, we have included an improvement condition (IC3) to enable the operator to demonstrate compliance.
15	Odour Management In order to prevent or, where that is not practicable, to reduce odour emissions, BAT is to set up, implement and regularly review an odour management plan, as part of the environmental management system (see BAT 1), that includes all of the following elements: - a protocol containing actions and timelines; - a protocol for conducting odour monitoring. - a protocol for response to identified odour incidents eg complaints; - an odour prevention and reduction programme designed to identify the source(s); to measure/estimate odour exposure: to characterise the contributions of the sources; and to implement prevention and/or reduction measures. Note: BAT 15 is only applicable to cases where an odour nuisance at sensitive receptors is expected and/or has been substantiated.	NA	The operator has stated that they are future compliant for this aspect. However, the requirement only applies where a where a noise nuisance at sensitive receptors is expected and/or has been substantiated. On that basis, the operator can carry out the assessment as stated in the R61 response but we will not be adding any improvement conditions to make it a permitting requirement.
	ANIMAL FEED BAT CONCLUSIONS (BAT 16-17)		
16	Energy efficiency – Green fodder only In order to increase energy efficiency in green fodder processing, BAT is to use an appropriate combination of the techniques specified in BAT 6 and of the techniques given below. (a) Use of predried fodder (b) Recycling of waste gas from the dryer (c) Use of waste heat for pre-drying	NA	Not applicable for this site

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BATC No.	Summary of BAT Conclusion requirement for Food, Drink and Milk Industries					Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement	
	Applicable in ad	ldition to BA	Т6					
17	Emissions to a	ir – particu	lates				СС	Environment Agency assessment
	In order to reduce techniques give		ed dust emissions to er, b. cyclone.	air, BA	T is to use	e one of the		The operator has provided information to support compliance with BATc 17. We have
	Parameter	Specific			_,	-AEL		assessed the information provided and we are satisfied that the operator has demonstrated
	process			(av		r the sampling iod)		compliance with BATc 17 and have therefore included the BAT-AELs from date of permit
				New p	w plants Existing plants			issue.
	Dust	Grinding	mg/Nm³	<2-5		<2-10		
		Pellet coolir	ng	<2-20)			
	Animal Feed E	nvironment	al Performance Le	vels				
	Environmental Performance Level – Energy Consumption for Animal Feed						CC <u>En</u>	Environment Agency assessment
	Product Unit			Specific energy consumption (yearly average)			The operator has provided information to support compliance with the EPL. We have assessed the information provided and we are	
	Compound food MWh/tonne		MWh/tonne of produc	ots 0.01-0.10 (1)(2)(3)			satisfied that the operator has demonstrated compliance with EPL.	
문	Dry pet food				0.39-0.50			
	Wet pet food 0.33-0.							The operator provided their data covering a
	(1) The lower end of the range can be achieved when pelleting is not applied. (2) The specific energy consumption level may not apply when fish and other aquatic animals (3) The upper end of the range is 0.12 MWh/tonne of products for installations located in cold treatment is used for Salmonella decontamination.							period from 2015 – 2021. This showed that the results range from 0.044 to 0.093 MWh/t, which is within the EPL range specified.

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BATC No.	Summary of BAT Conclu- Industries	sion requirement for Foo	Status NA/ CC / FC / NC	Assessment of the installation capability and any alternative techniques proposed by the operator to demonstrate compliance with the BAT Conclusion requirement	
	Environmental performance level – Waste water discharge for Animal Feed				Not applicable for this site
臣	Product	Unit	Specific waste water discharge (yearly average)		
	Wet pet food	m3/tonne of products	1.3-2.4		

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Annex 2: Review and assessment of changes that are not part of the BAT Conclusions derived permit review

Capacity Threshold

The Environment Agency is looking to draw a "line in the sand" for permitted production capacity; a common understanding between the Operator and regulator for the emissions associated with a (maximum) level of production, whereby the maximum emissions have been demonstrated as causing no significant environmental impact.

We have included a permitted production level (capacity) within table S1.1 of the permit for the section 6.8 listed activity and we need to be confident that the level of emissions associated with this production level have been demonstrated to be acceptable.

The Operator has completed a H1 assessment of emissions for typical figures of production at the time of permitting.

Emissions to Air

We asked the operator to list all emission points to air from the installation in the Regulation 61 notice. And to provide a site plan indicating the locations of all air emission points.

The operator has provided an up to date air emission plan.

Implementing the requirements of the Medium Combustion Plant Directive

Existing Medium Combustion Plant (1MW-50MW)

Boilers

Rated thermal input (MW) of the medium combustion plant.	Biomass Boiler – 6.2MWth MFO Boiler – 4.9 MWth
2. Type of the medium combustion plant (diesel engine, gas turbine, dual fuel engine, other engine or other medium combustion plant).	2 x Boilers
3. Type and share of fuels used according to	Biomass
the fuel categories laid down in Annex II.	MFO
4. Date of the start of the operation of the	Biomass Boiler – Feb 2017
medium combustion plant or, where the	MFO Boiler – Circa 1996
exact date of the start of the operation is	
unknown, proof of the fact that the operation	
started before 20 December 2018.	

We have reviewed the information provided and we consider that the declared combustion plant qualify as "existing" medium combustion plant.

For existing medium combustion plant with a rated thermal input greater than 5 MW, the emission limit values set out in tables 2 and 3 of Part 1 of Annex II MCPD shall apply from 1 January 2025.

For existing MCP with a rated thermal input of less than or equal to 5 MW, the emission limit values set out in tables 1 and 3 of Part 1 of Annex II MCPD shall apply from 1 January 2030.

We have included the appropriate emission limit values for existing medium combustion plant as part of this permit review. See Table S3.1 in the permit. We have also included a new condition 3.1.4 within the permit which specifies the monitoring requirements for the combustion plant in accordance with the MCPD.

Particulate Emissions

BAT-AELs are derived for those substances identified as key environmental issues during the BREF review process.

If the operator has identified current compliance against BAT-AELs we will implement the relevant emission limit value (ELV) from the date of permit issue. This is relevant for emission points A1 - A4 (coolers) and A12 – A13 (grinders).

We have also added an improvement condition (IC4) for size fractionation of particulate emissions because a BAT-AEL applies for dust emissions to air. The justification for this IC is that there are a number of activities within the FDM sector which may result in release of particulates to air eg drying, milling and grinding. Overall there is little available information on how much fine particulates are released. This IC is a one-off exercise requiring operators to monitor and report on the fractions of fine particulate (PM₁₀ and PM_{2.5}) emissions and increase our understanding of potential health effects.

<u>Emissions to Water and implementing the requirements of the Water Framework Directive</u>

We asked the Operator to provide information on all emissions to water at the installation in the Regulation 61 Notice as follows:

- Identify any effluents which discharge directly to surface or groundwater;
- Provide an assessment of volume and quality, including results of any monitoring data available;
- and for any discharges to water / soakaway whether a recent assessment of the feasibility of connection to sewer has been carried out.

The operator has previously provided assessments for all emissions to water at the installation. The operator declares there has been no change to activities and subsequent effluents generated at the installation since this risk assessment was taken. Consequently, we agree that the original risk assessments remain valid at this time.

Soil & groundwater risk assessment (baseline report)

The IED requires that the operator of any IED installation using, producing or releasing "relevant hazardous substances" (RHS) shall, having regarded the possibility that they

might cause pollution of soil and groundwater, submit a "baseline report" with its permit application. The baseline report is an important reference document in the assessment of contamination that might arise during the operational lifetime of the regulated facility and at cessation of activities. It must enable a quantified comparison to be made between the baseline and the state of the site at surrender.

At the definitive cessation of activities, the Operator has to satisfy us that the necessary measures have been taken so that the site ceases to pose a risk to soil or groundwater, taking into account both the baseline conditions and the site's current or approved future use. To do this, the Operator has to submit a surrender application to us, which we will not grant unless and until we are satisfied that these requirements have been met.

The Operator submitted a site condition report during the original application. The site condition report included a report on the baseline conditions as required by Article 22. We reviewed that report and considered that it adequately described the condition of the soil and groundwater at that time.

Hazardous Substances

Hazardous substances are those defined in Article 3 of Regulation (EC) No. 1272/2008 on classification, labelling and packaging of substances and mixtures

The operator has not identified any hazardous substances used / stored at the installation.

Climate Change Adaptation

The operator has considered if the site is at risk of impacts from adverse weather (flooding, unavailability of land for land spreading, prolonged dry weather / drought).

The operator has stated that the installation is not likely to be or has previously not been affected by climate change.

Underground Structures

The operator has confirmed there are no relevant underground structures at the installation.

Annex 3: Improvement Conditions

Based on the information in the Operator's Regulation 61 Notice response and our own records of the capability and performance of the installation at this site, we consider that we need to set improvement conditions so that the outcome of the techniques detailed in the BAT Conclusions are achieved by the installation. These improvement conditions are set out below - justifications for them is provided at the relevant section of the decision document (Annex 1 or Annex 2).

If the consolidated permit contains existing improvement conditions that are not yet complete or the opportunity has been taken to delete completed improvement conditions then the numbering in the table below will not be consecutive as these are only the improvement conditions arising from this permit variation.

IC1 is retained with revised compliance deadline 10/02/2023

IC2 in the previous permit have been marked as complete

Improveme	Improvement programme requirements						
Reference	Reason for inclusion	Justification of deadline					
IC3	The operator shall submit, for approval by Environment Agency, a report setting out progress to achieving the 'Narrative' BAT where BAT is currently not achieved, but will be achieved before 4 December 2023. The report shall include, but not be limited to, the following: 1) Methodology for achieving BAT 2) Associated targets /timelines for reaching compliance by 4 December 2023 3) Any alterations to the initial plan (in progress reports). The report shall address the BAT Conclusions for Food, Drink and Milk Industries with respect to BAT 1, BAT 13 and BAT 14. Refer to BAT Conclusions for a full description of the BAT requirement.	04/12/2023					
IC4	The Operator shall submit a written report to the Environment Agency of monitoring carried out to determine the size distribution of particulate matter in the exhaust gas emissions to air from emission points A1, A2, A3, A4, A12 & A13; identifying the fractions within the PM10 and PM2.5 ranges. The monitoring shall be carried out under representative operating conditions and shall be in accordance with EN ISO 23210 unless otherwise agreed with the Environment Agency.	17/02/2024					