

**PLANNING AND REGULATORY COMMITTEE
NOTICE OF MEETING**

Date: Wednesday, 12 July 2017
Time 10.30 am
Place: Ashcombe Suite, County Hall, Kingston upon Thames, Surrey KT1 2DN

Contact: Angela Guest tel: 020 8541 9075, Room 122, County Hall
Telephone: 020 8213 2662
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[For queries on the content of the agenda and requests for copies of related documents]

APPOINTED MEMBERS [12]

Tim Hall (Chairman)	Leatherhead and Fetcham East;
Keith Taylor (Vice-Chairman)	Shere;
Ernest Mallett MBE	West Molesey;
Edward Hawkins	Heatherside and Parkside;
Natalie Bramhall	Redhill West & Meadvale;
Stephen Cooksey	Dorking South and the Holmwoods;
Matt Furniss	Shalford;
Jeffrey Harris	Tadworth, Walton & Kingswood;
Bernie Muir	Epsom West;
Andrew Povey	Cranleigh & Ewhurst;
Mrs Penny Rivers	Godalming North;
Rose Thorn	Godstone;

EX OFFICIO MEMBERS (NON-VOTING) [4]

David Hodge CBE	Leader of the Council	Warlingham;
John Furey	Deputy Leader, Cabinet Member for Economic Prosperity	Addlestone;
Peter Martin	Chairman of the Council	Godalming South, Milford & Witley;
Tony Samuels	Vice-Chairman of the Council	Walton South & Oatlands;

APPOINTED SUBSTITUTES [17]

Nick Harrison	Nork & Tattenhams;
Mary Angell	Woodham and New Haw;
Fiona White	Guildford West;
Chris Townsend	Ashtead;
Mike Bennison	Hinchley Wood, Claygate and Oxshott;
Nick Darby	The Dittons;
Chris Botten	Caterham Hill;
Richard Hampson	Haslemere;
Will Forster	Woking South;
Angela Goodwin	Guildford North;
Julie Iles	Horsleys;
David Goodwin	Guildford South-West;
Graham Knight	Horley East;
David Lee	Caterham Valley;
Yvonna Lay	Egham;
Jonathan Essex	Redhill East;
Cameron McIntosh	Oxted;

Register of planning applications: <http://planning.surreycc.gov.uk/>

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AGENDA

1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

To receive any apologies for absence and notices of substitutions under Standing Order 40.

2 MINUTES OF THE LAST MEETING

(Pages 1 - 4)

To confirm the minutes of the meeting held on (insert last meeting date).

3 PETITIONS

To receive any petitions from members of the public in accordance with Standing Order 65 (please see note 7 below).

4 PUBLIC QUESTION TIME

To answer any questions received from local government electors within Surrey in accordance with Standing Order 66 (please see note 8 below).

5 MEMBERS' QUESTION TIME

To answer any questions received from Members of the Council in accordance with Standing Order 47.

6 DECLARATIONS OF INTERESTS

All Members present are required to declare, at this point in the meeting or as soon as possible thereafter

- (i) Any disclosable pecuniary interests and / or
- (ii) Other interests arising under the Code of Conduct in respect of any item(s) of business being considered at this meeting

NOTES:

- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest
- As well as an interest of the Member, this includes any interest, of which the Member is aware, that relates to the Member's spouse or civil partner (or any person with whom the Member is living as a spouse or civil partner)
- Members with a significant personal interest may participate in the discussion and vote on that matter unless that interest could be reasonably regarded as prejudicial.

- 7 RE17/00931/CON - ST BEDES SCHOOL, 64 CARLTON ROAD, REDHILL, SURREY RH1 2LQ** (Pages 5 - 36)
- The erection of a three storey extension to existing main teaching block and a three storey extension to existing arts block to provide more teaching space to accommodate a 2FE expansion; the erection of a one storey extension to front of main block to provide new main entrance, administrative office and storage space; one storey extension to existing dining hall; provision of new car parking spaces and cycle storage facilities; and associated external works.
- 8 RU.17/0049 - THE HYTHE SCHOOL, THORPE ROAD, EGHAM, SURREY TW18 3HD** (Pages 37 - 78)
- The erection of a single storey building to provide 6 classrooms and associated works including the creation of a raised link canopy, external access steps and ramp and new pedestrian access from the north west of the site, in order to facilitate Phase 2 of the expansion from a 1FE to a 2FE Primary School.
- 9 SP17/00113/SCC - STANWELL RECYCLING, STANWELL QUARRY, STANWELL MOOR ROAD, STANWELL** (Pages 79 - 118)
- Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.
- 10 SP17/00118/SCC - STANWELL QUARRY, STANWELL MOOR ROAD, STANWELL, SURREY TW19 6AB** (Pages 119 - 158)
- Non-compliance with Conditions 1 and 2 of planning permission ref: SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration and phasing plans previously approved.
- 11 DATE OF NEXT MEETING**
- The next meeting of the Planning & Regulatory Committee will be on 2 August 2017.

David McNulty
Chief Executive
30 June 2017

MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE

Those attending for the purpose of reporting on the meeting may use social media or mobile devices in silent mode to send electronic messages about the progress of the public parts of the meeting. To support this, County Hall has wifi available for visitors – please ask at reception for details.

Anyone is permitted to film, record or take photographs at council meetings. Please liaise with the council officer listed in the agenda prior to the start of the meeting so that those attending the meeting can be made aware of any filming taking place.

Use of mobile devices, including for the purpose of recording or filming a meeting, is subject to no interruptions, distractions or interference being caused to the PA or Induction Loop systems, or any general disturbance to proceedings. The Chairman may ask for mobile devices to be switched off in these circumstances.

It is requested that if you are not using your mobile device for any of the activities outlined above, it be switched off or placed in silent mode during the meeting to prevent interruptions and interference with PA and Induction Loop systems.

Thank you for your co-operation

Note: *This meeting may be filmed for live or subsequent broadcast via the Council's internet site - at the start of the meeting the Chairman will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.*

Generally the public seating areas are not filmed. However by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

If you have any queries regarding this, please contact the representative of Legal and Democratic Services at the meeting

NOTES:

1. The Chairman will adjourn the meeting for lunch from 12.45pm unless satisfied that the Committee's business can be completed by 1.15pm.
2. Members are requested to let the Regulatory Committee Manager have the wording of any motions and amendments not later than one hour before the start of the meeting.
3. Substitutions must be notified to the Regulatory Committee Manager by the absent Member or group representative at least half an hour in advance of the meeting.
4. Planning officers will introduce their report and be able to provide information or advice to Members during the meeting. They can also be contacted before the meeting if you require information or advice on any matter.
5. A record of any items handled under delegated powers since the last meeting of the Committee will be available for inspection at the meeting.
6. Members of the public can speak at the Committee meeting on any planning application that is being reported to the Committee for decision, provided they have made written representations on the application at least 14 days in advance of the meeting, and provided they have registered their wish to do so with the Regulatory Committee Manager in advance of the meeting. The number of public speakers is restricted to five objectors and five supporters in respect of each application.

7. Petitions from members of the public may be presented to the Committee provided that they contain 100 or more signatures and relate to a matter within the Committee's terms of reference. The presentation of petitions on the following matters is not allowed: (a) matters which are "confidential" or "exempt" under the Local Government Access to Information Act 1985; and (b) planning applications. Notice must be given in writing at least 14 days before the meeting. Please contact the Regulatory Committee Manager for further advice.
8. Notice of public questions must be given in writing at least 7 days before the meeting. Members of the public may ask one question relating to a matter within the Committee's terms of reference. Questions on "confidential" or "exempt" matters and planning applications are not allowed. Questions should relate to general policy and not detail. Please contact the Regulatory Committee Manager for further advice.
9. On 10 December 2013, the Council agreed amendments to the Scheme of Delegation so that:
 - All details pursuant (applications relating to a previously granted permission) and non-material amendments (minor issues that do not change the principles of an existing permission) will be delegated to officers (irrespective of the number of objections).
 - Any full application with fewer than 5 objections, which is in accordance with the development plan and national policies will be delegated to officers.
 - Any full application with fewer than 5 objections that is not in accordance with the development plan (i.e. waste development in Green Belt) and national policies will be delegated to officers in liaison with either the Chairman or Vice Chairman of the Planning & Regulatory Committee.
 - Any application can come before committee if requested by the local member or a member of the Planning & Regulatory Committee.

The revised Scheme of Delegation came into effect as of the date of the Council decision.

TOWN AND COUNTRY PLANNING ACT 1990 – GUIDANCE ON THE DETERMINATION OF PLANNING APPLICATIONS

This guidance forms part of and should be read in conjunction with the Planning Considerations section in the following committee reports.

Surrey County Council as County Planning Authority (also known as Mineral or Waste Planning Authority in relation to matters relating to mineral or waste development) is required under Section 70(2) of the Town and Country Planning Act 1990 (as amended) (1990 Act) when determining planning applications to “*have regard to (a) the provisions of the development plan, so far as material to the application, (b) any local finance considerations, so far as material to the application, and (c) any other material considerations*”. This section of the 1990 Act must be read together with Section 38(6) of the Planning and Compulsory Purchase Act 2004 (2004 Act), which provides that: “*If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.*”

Development plan

In Surrey the adopted development plan consists of the:

- Surrey Minerals Local Plan 2011 (comprised of the Core Strategy and Primary Aggregates Development Plan Documents (DPD))
- Surrey Waste Plan 2008 (comprised of the Core Strategy, Waste Development and Waste Development Control Policies DPDs)
- Aggregates Recycling Joint DPD for the Minerals and Waste Plans 2013 (Aggregates Recycling DPD 2013)
- Any saved local plan policies and the adopted Local Development Documents (development plan documents and supplementary planning documents) prepared by the eleven Surrey district/borough councils in Surrey
- South East Plan 2009 Policy NRM6 Thames Basin Heaths Special Protection Area (apart from a policy relating to the former Upper Heyford Air Base in Oxfordshire the rest of the plan was revoked on 25 March 2013)

Set out in each report are the development plan documents and policies which provide the development plan framework relevant to the application under consideration.

Material considerations

Material considerations will vary from planning application to planning application and can include: relevant European policy; the March 2012 National Planning Policy Framework (NPPF) and updates; the March 2014 national Planning Practice Guidance (PPG) and updates; National Planning Policy for Waste (NPPW) October 2014; Waste Management Plan for England 2013; extant planning policy statements; Government Circulars and letters to Chief Planning Officers; emerging local development documents (being produced by Surrey County Council or the district/borough council in whose area the application site lies).

National Planning Policy Framework and Planning Practice Guidance

The March 2012 [National Planning Policy Framework](#) (NPPF) and subsequent updates replaced 30 Planning Policy Statements, Planning Policy Guidance Notes, Minerals Policy Statements and Minerals Policy Guidance Notes and related Practice Guides, some Government Circulars and letters to Chief Planning Officers and provides consolidated guidance for local planning authorities and decision takers in relation to decision-taking (determining planning applications) and in preparing plans (plan making).

The NPPF sets out the Government's planning policies for England and how these are expected to be applied and the associated March 2014 [Planning Practice Guidance](#) (PPG) provides related guidance. The NPPF should be read alongside other national planning policies on [Waste](#), [Travellers](#), [Planning for Schools Development](#), [Sustainable Drainage Systems](#), [Parking](#), and [Starter Homes](#).

At the heart of the NPPF is a presumption in favour of sustainable development which the document states "*should be seen as a golden thread running through both plan-making and decision-taking*" (paragraph 14). The NPPF makes clear the purpose of the planning system is to contribute to the achievement of sustainable development which has three dimensions: economic, social and environmental. These give rise to the need for the planning system to perform a number of mutually dependent roles: an economic role, a social role and an environmental role. The NPPF sets out 12 core land-use planning principles that should underpin both decision-taking and plan making.

The NPPF does not change the statutory principle that determination of planning applications must be made in accordance with the adopted development plan unless material considerations indicate otherwise. The NPPF is one of those material considerations. In determining planning applications the NPPF (paragraph 14) states that development proposals that accord with the development plan should be approved without delay; and where the development plan is absent, silent or relevant policies are out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole; or specific policies in the NPPF indicate development should be restricted.

The NPPF aims to strengthen local decision making and reinforce the importance of up to date plans. Annex 1 paragraph 215 states that in determining planning applications local planning authorities should give due weight to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies are to the policies in the Framework, the greater the weight they may be given). For emerging plans the NPPF (paragraph 216) states that, unless material considerations indicate otherwise, weight may also be given to relevant policies in emerging plans according to:

- *"The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);*
- *The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given), and;*
- *The degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given)."*

HUMAN RIGHTS ACT 1998 – GUIDANCE FOR INTERPRETATION

This Guidance should be read in conjunction with the Human Rights section in the following Committee reports.

The Human Rights Act 1998 does not incorporate the European Convention on Human Rights in English law. It does, however, impose an obligation on public authorities not to act incompatibly with those Convention rights specified in Schedule 1 of that Act. As such, those persons directly affected by the adverse effects of decisions of public authorities may be able to claim a breach of their human rights. Decision makers are required to weigh the adverse impact of the development against the benefits to the public at large.

The most commonly relied upon articles of the European Convention are Articles 6, 8 and Article 1 of Protocol 1. These are specified in Schedule 1 of the Act.

Article 6 provides the right to a fair and public hearing. Officers must be satisfied that the application has been subject to proper public consultation and that the public have had an opportunity to make representations in the normal way and that any representations received have been properly covered in the report. Members of the public wishing to make oral representations may do so at Committee, having given the requisite advance notice, and this satisfies the requirements of Article 6.

Article 8 covers the right to respect for a private and family life. This has been interpreted as the right to live one's personal life without unjustified interference. Officers must judge whether the development proposed would constitute such an interference and thus engage Article 8.

Article 1 of Protocol 1 provides that a person is entitled to the peaceful enjoyment of his possessions and that no-one shall be deprived of his possessions except in the public interest. Possessions will include material possessions, such as property, and also planning permissions and possibly other rights. Officers will wish to consider whether the impact of the proposed development will affect the peaceful enjoyment of such possessions.

These are qualified rights, which means that interference with them may be justified if deemed necessary in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.

Any interference with a Convention right must be proportionate to the intended objective. This means that such an interference should be carefully designed to meet the objective in question and not be arbitrary, unfair or overly severe.

European case law suggests that interference with the human rights described above will only be considered to engage those Articles and thereby cause a breach of human rights where that interference is significant. Officers will therefore consider the impacts of all applications for planning permission and will express a view as to whether an Article of the Convention may be engaged.

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MINUTES of the meeting of the **PLANNING AND REGULATORY COMMITTEE** held at 10.30 am on 14 June 2017 at Ashcombe Suite, County Hall, Kingston upon Thames, Surrey KT1 2DN.

These minutes are subject to confirmation by the Committee at its meeting.

Members Present:

Mr Tim Hall (Chairman)
Mr Keith Taylor (Vice-Chairman)
Mrs Natalie Bramhall
Mr Jeff Harris
Mr Ernest Mallett MBE
Mr Edward Hawkins
Mrs Bernie Muir
Dr Andrew Povey

Apologies:

Mr Stephen Cooksey
Mr Matt Furniss
Mrs Penny Rivers
Mrs Rose Thorn

Substitutes:

Mr Jonathan Essex

195/17 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS [Item 1]

Apologies for absence were received from Stephen Cooksey, Rose Thorn and Matt Furniss.

Jonathan Essex acted as substitute for Stephen Cooksey

196/17 MINUTES OF THE LAST MEETING [Item 2]

The Minutes were APPROVED as an accurate record of the previous meeting.

197/17 PETITIONS [Item 3]

There were none.

198/17 PUBLIC QUESTION TIME [Item 4]

There were none.

199/17 MEMBERS' QUESTION TIME [Item 5]

There were none.

200/17 DECLARATIONS OF INTERESTS [Item 6]

There were none.

201/17 MINERALS/WASTE RU.16/1960 - ADDLESTONE QUARRY, NATIONAL GRID ENTRANCE, BYFLEET ROAD, NEW HAW, SURREY KT15 3LAZ [Item 7]**Officers:**

Stephen Jenkins, Deputy Planning Development Manager
Caroline Smith, Transport Development Planning Manager
Nancy El-Shatoury, Principal Solicitor

Speakers:

Jean Parry, a Local resident, made the following points:

1. Concerns were raised over the volume of waste being stockpiled and exported from the site. Attention was also brought to the two mounds of waste which were said to be seen from Byfleet Road and had not been identified in the current application.
2. The resident requested clarification on why 300,000 tones of waste would be brought onto the site over a three year period when only 90,000 tones would be used for infill.

Vilna Walsh, the applicant's agent, made the following points in response:

1. It was confirmed that the activities to the north of the quarry were being progressed in accordance with the wider quarry permission and that the Heavy Goods Vehicle (HGV) movements were well within the permitted cap. It was further confirmed that noise and air quality assessments had been completed in consultation with Surrey County Council consultants.
2. The applicant's agent highlighted the environmental advantages of the application and stated that they believe special circumstances for the application had been shown.

Key points raised during the discussion:

1. Officers introduced the report and the update sheet tabled at the meeting and attached to these minutes. Members were informed that the application was for the use of part of the existing aggregate plant site area for the siting and operation of an aggregate recycling facility (ARF) for a temporary period until 31 December 2020. Further details of the application were outlined where it was highlighted that objections had been raised by residents relating to traffic, noise, air quality, contamination and visual impact. Runnymede Borough Council had raised no objection. Members noted a typo on Condition 5 of the report which should state 'on a 5.5 day average'.
2. The Committee sought clarification on Condition 2 of the report as it was not seen to be clearly outlining the restoration date for the site. Officers confirmed that the approved restoration date for the site was 31 December 2020.

3. Members referenced the local resident's concerns on the height of the stockpiles contained on the site and asked if they were in accordance with the current planning permission. Officers stated that there was no agreed height limit for stockpiles as it had not been suggested from a technical point of view but stockpile height would be taken into consideration when addressing basic quarry safety measures.
4. The Committee discussed the levels of noise and dust and asked if equipment would be kept onsite to measure how much was produced. It was stated that equipment was not kept onsite but if any complaints were received then an assessor would review the site and ensure that the levels were kept within agreed limits.

The resolution of the Committee was unanimous

Resolved:

That application MINERALS/WASTE RU.16/1960 - Addlestone Quarry, National Grid Entrance, Byfleet Road, New Haw, Surrey KT15 3LA be permitted subject to the conditions and reasons set out in the report.

Actions/further information to be provided:

None.

202/17 ALTON ROAD SANDPIT, ALTON ROAD, FARNHAM - TEMPORARY FOOTPATH DIVERSION ORDER - FOOTPATHS 16 AND 17 [Item 8]

Officers:

Debbie Prismall, Senior Countryside Access Officer

Key points raised during the discussion:

1. The Officer introduced the item and gave Members a summary of the details outlined in the report.

The resolution of the Committee was unanimous

Resolved:

The Planning and Regulatory Committee agreed that

1. Authority would be granted to make a temporary diversion order under section 257 and 261 of the Town and Country Planning Act to temporarily divert Public Footpath No. 16 from the line A-B-C to the line A-C and Public Footpath No. 17 (Farnham) from the line D-B to the line D-C as shown on Drawing No. 3/1/18/H89.
2. If any objections are received and maintained to the Order, it will be submitted to the Secretary of State for the Environment, Food and Rural Affairs for determination.

Actions/further information to be provided:

None.

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203/17 DATE OF NEXT MEETING [Item 9]

The date of the next meeting was noted.

Meeting closed at 11.15 am

Chairman

TO: PLANNING & REGULATORY COMMITTEE

DATE: 12 July 2017

BY: PLANNING DEVELOPMENT TEAM MANAGER

DISTRICT(S) REIGATE & BANSTEAD BOROUGH
COUNCIL

ELECTORAL DIVISION(S):
Redhill West and Meadvale
Mrs Bramhall
Reigate
Dr Grant-Duff

PURPOSE: FOR DECISION

GRID REF: 527560 151719

TITLE: **ST BEDES SCHOOL, 64 CARLTON ROAD, REDHILL, SURREY RH1 2LQ -
SCC PROPOSAL RE17/00931/CON**

SUMMARY REPORT

St Bedes School, 64 Carlton Road, Redhill, Surrey RH1 2LQ

The erection of a three storey extension to existing main teaching block and a three storey extension to existing arts block to provide more teaching space to accommodate a 2FE expansion; the erection of a one storey extension to front of main block to provide new main entrance, administrative office and storage space; one storey extension to existing dining hall; provision of new car parking spaces and cycle storage facilities; and associated external works.

As part of a 2 Form of Entry expansion, a number of new buildings and facilities are proposed. These include a part 2, part 3 storey extension to the north eastern elevation of the existing Arts Block to provide new and relocated ICT and Business Studies classrooms; 3 storey extension to the rear of the existing main block to provide relocated and new Science Labs, English and Maths classrooms; a small 1 storey extension to the front elevation on Carlton Road to create a new main entrance which would also include a new administrative office; a small 1 storey extension to the existing dining room; additional car parking and cycle storage facilities; and associated external works which would include enhancements works to the existing recreational area to provide new playing pitches and a long jump facility (although these do not formerly considered as part this planning proposal). The extensions would facilitate an expansion from a 9 Form of Entry (FE) Secondary School to a 11FE secondary school (Published Admission Number (PAN) of 330).

A number of comments were received from technical consultees. Although there were no objections, the County Highway Authority, Local Lead Flood Authority and the County Arboriculturalist all suggested conditions that have been recommended as part of this permission. A total 6 local representations were received. Most of these raised concerns relating to traffic and parking or noise disturbance. The issues raised have been fully considered as part of this assessment. In this case the main issues are whether there would be any adverse impacts on residential amenity; whether the design of the development is acceptable in relation to the school site and surrounding area; whether the development is acceptable in terms of flood risk and drainage; whether the highways works, parking and traffic generated by the proposal are acceptable in terms of highway safety and impacts on the amenity of neighbours; and whether there are any ecological and arboricultural impacts.

Officers consider that the proposals are of a suitable scale and would have no significant adverse impact on residential amenity when balanced with the need for school places in this area. There would not be an adverse impact on residential amenity in terms of loss of light, privacy or overbearance because of the separation distances involved and intervening structures and boundary treatment. Any impact on amenity caused by increased traffic is

considered to be small and can otherwise be controlled by planning condition. Officers consider the proposals would integrate within the surrounding area and the impact on the street scene has been reduced through the design and location of most of the proposed exentions and the use of materials. The Arts Block extension would be visible from Gatton Park Road but the design and appearance is considered to be appropriate in relation to the existing buildings. The highways implications can be controlled by conditions and are not considered to prejudice highway safety. The proposed drainage strategy is considered acceptable with a detailed design required as a pre-commencement planning condition. There would be no adverse impact in regard to flood risk. The proposal would not cause adverse impacts in terms of loss of trees subject to tree protection and replanting planning conditions. There would be no adverse impact on heritage or on the Urban Open Land status. Therefore, officers recommend that planning permission should be granted.

The recommendation is to PERMIT subject to conditions.

APPLICATION DETAILS

Applicant

SCC Property

Date application valid

10 April 2017

Period for Determination

10 July 2017

Amending Documents

Design and Access Statement Rev 2 dated March 2017

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

Planning Issue	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
URBAN OPEN LAND	Yes	32-33
IMPACT ON RESIDENTIAL AMENITY	Yes	34-42
DESIGN AND VISUAL APPEARANCE	Yes	43-50
TRAFFIC AND PARKING	Yes	51-58
FLOODING & DRAINAGE	Yes	59-64

IMPACT ON TREES & LANDSCAPING	Yes	65-69
ECOLOGY	Yes	70-73
HERITAGE	Yes	74-77
SUSTAINABLE CONSTRUCTION	Yes	78-80

ILLUSTRATIVE MATERIAL

Site Plan

Plan

Aerial Photographs

Aerial

Site Photographs

Figure 1 – Existing eastern elevation of main block to be extended

Figure 2 – Existing eastern elevation of Arts block to be extended. Taken from Gatton Park Road

Figure 3 – Existing front elevation of main block to be extended to provide new entrance and office

Figure 4 – North western boundary treatment

Figure 5 – North eastern boundary treatment. Shared with properties on North Mead

Figure 6 - Playing fields to be enhanced and location of relocated long jump

Figure 7 - Existing long jump and location of new additional parking spaces

BACKGROUND

Site Description

- 1 St Bede's School is located along the north eastern side of Carlton Road, just south of Gatton Park Road within a residential area. An allotment development is located just beyond the north western boundary, between the school site and Gatton Park Road. The topography of the site is sloped, generally in a north/south direction. Boundary treatments vary considerably and consist of robust hedging, shrubbery and trees in some locations to domestic fencing of various heights and styles on other boundaries. The site is split into two areas with the main school buildings located on the north western section. The south eastern section is primarily sports use and includes a sports hall, several multi use games areas and a running track as well as large open green space, part of which was formerly used as playing fields.
- 2 The school buildings comprise a mix in terms of design, scale and age including pitched and flat roofs and various external materials such as brick and timber cladding. The more contemporary buildings, including the existing Arts Block, in particular, feature a range of styles and external finishes with pitches roofs and timber cladding. The school buildings vary from single storey to two and three storey buildings in the main school block. The sports hall in the south eastern section is a large building with pitched roof and features a gym on an upper floor which is open to community use.

- 3 The site features an in/out vehicle access from Carlton Road as well as additional service access just north of the 'in' access point. Most pedestrians appear to access the site from Carlton Road, although there are other pedestrian access points from North Mead.
- 4 The school officially accepts 270 11-16 year old places per year group (9 Form of Entry) and also includes an additional 320 Sixth Form places. The total capacity of 11-16 year old places at the school is currently 1350 although the school accepted an additional class into year 7 in 2015, 2016 and 2017.

Planning History

- 5 Installation of double modular classroom building for a temporary period of seven years following demolition of existing single storey building to allow an increase in pupils to 1750. (Permitted June 2016)

12/00862/F- Construct new double entrance into maintenance block north elevation. Replace existing south elevation double doors with single door and install canopy. Renew existing tarmac and paving slabs with new tarmac. Replace existing flat roof and roof lights with new to match existing. (Permitted November 2012)

11/01104/F- Single storey extension to an existing sports hall, providing storage and class D2 (dance hall and gymnasium) accommodation. (Permitted December 2011)

11/00745/F- Erection of two additional canopies adjoining existing used as outdoor dining space and replacement of existing canopies. (Permitted October 2011)

10/01399/F- Replacement of 6 No. temporary classrooms in the form of a three storey addition to the school. The new extension building will be located approximately in the same area where the previous building was demolished due to structural reasons. (Permitted December 2010)

10/00645/F- Construction of a synthetic surfaced athletics sprint straight, incorporating a high jump facility on land currently used as sports field. Drg No's 109-0106-005 and 109-0103-006 dated April 2010. (Permitted September 2010)

03/01003/F- New external corridor to be formed at the flat roof level to provide access to divided classrooms at second floor level. Drawing no: 0015/101A, 0015-406C & 0015-534. (Permitted August 2003)

THE PROPOSAL

- 6 The proposed development would expand the official capacity at the school from 9 forms of entry to 11 forms of entry. This would mean the school would accept 330 11-16 year old pupils per year group and would incrementally increase the total capacity to 1650 by 2023. In addition, the school would continue to operate with a sixth form (320 places).
- 7 The current proposal is for the construction of four separate extensions. Two of these are relatively minor; a single storey flat roof extension to the dining hall and a single storey flat roof extension to the front elevation to create a new main entrance and administrative office. The dining hall extension would cover approximately 70sqm and the new front entrance would be around 80sqm. The proposals also include two larger extensions; a part two, part three storey extension to the existing Arts block located in the north western section of the site and a three storey extension to the rear of the main school building. The Arts Block extension would create around 1150sqm of new teaching space for ICT and Business Studies. It would feature a mixture of flat and pitched roofs with

various external finishes in a contemporary style including blue and beige brick and white render. The extension to the main block would create just over 1000sqm of teaching space for English, Maths and Science. This extension would feature a flat roof and would also be finished in blue and beige brick and white render. The works also include additional car (11) & cycle (30) parking; a re-graded playing field; and relocated running track. The extensions would facilitate an expansion from a 9 Form of Entry (FE) Secondary School to an 11FE secondary school (Published Admission Number (PAN) of 330).

- 8 An existing temporary modular classroom block located adjacent to the school's car park that was permitted last year would be removed following completion of these proposals.

CONSULTATIONS AND PUBLICITY

District Council

- 9 Reigate and Banstead Borough Council: No objection subject to the provision of suitable landscaping to offset stark appearance of proposed building and loss of trees.

Consultees (Statutory and Non-Statutory)

- 10 Thames Water: No objection subject to necessary consents being in place
- 11 County Highway Authority (Transportation Development Planning): No objection subject to conditions to secure mitigation through an updated CMP, STP and scheme of off-site parking restrictions
- 12 Local Lead Flood Authority (SCC Flood and Water Services Manager): No objection subject to condition requiring detailed drainage design
- 13 County Arboriculturalist: No objection subject to condition to safeguard retained trees and to require replanting
- 14 County Ecologist: No objection
- 15 County Landscape Architect: No objection
- 16 County Archaeologist: No objection
- 17 County Historic Buildings Officer: No objection

Parish/Town Council and Amenity Groups

- 18 Carlton Residents Association: Raised concerns relating to congestion and potential traffic issues. Questioned traffic and parking data within the TA data and suggested further mitigation such as parking restrictions on Carlton Road. Also queried the educational need and the overall

requirement of school places in the local area following the new free school permission.

Summary of publicity undertaken and key issues raised by public

19 The application was publicised by the posting of 3 site notices and an advert was placed in the local newspaper. A total of 201 owner / occupiers of neighbouring properties were directly notified by letter initially and a further 15 who had not been consulted earlier were notified later on 2nd June 2017. To date six letters of representation have been received. Of these, 4 formally object on various grounds with the other two not objecting but still raising some concerns. These are summarised below:

- Introduce better parking controls on surrounding roads;
- Reduce speed limits;
- Framework Travel Plan not robust enough;
- Concerns relating to construction traffic;
- Irresponsible parking by school users;
- Construction vehicle access and potential damage to highway;
- Noise and light pollution;
- Loud pupils creating a nuisance to some residents;
- Congestion on North Mead;
- Loss of privacy and visual intrusion;
- Some people not aware of public pre-app event.

Most of the issues above are addressed within the relevant sections of the report. Some points raised relate to school management issues and are not considered material planning matters.

PLANNING CONSIDERATIONS

- 20 The guidance on the determination of planning applications, found at the end of this report, is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
- 21 In this case the statutory development plan for consideration of the application consists of the Reigate and Banstead Borough Local Plan: Core Strategy 2014 and Saved policies from the Reigate and Banstead Local Plan 2005.
- 22 In considering this application the acceptability of the proposed development will be assessed against relevant development plan policies and material considerations.
- 23 In assessing the application against development plan policy it will be necessary to determine whether the proposed measures for mitigating any environmental impact of the development are satisfactory. In this case the main planning considerations include; impact on residential amenity; design and visual amenity; transportation considerations; surface water drainage; ecology; any impact on trees landscape, archaeology; and sustainable design and construction.

NEED FOR THE DEVELOPMENT

National Planning Policy Framework 2012

Chapter 8 – Promoting healthy communities

- 24 The NPPF highlights that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. It continues by stating that local planning authorities should take a

proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. It states that local planning authorities should *inter alia* give great weight to the need to create, expand or alter schools.

- 25 St. Bede's School currently offers 270 places per year on an official 9 form of entry basis but since 2016, the school has also admitted an additional bulge class of 30 pupils meaning a total of 300 pupils have been admitted in both 2016 and 2017. This brings the total number of pupils at the school to 1719, including the sixth form. The proposed development at St Bede's School would increase the capacity from 9 to 11 forms of entry and an increased Published Admission Number (PAN) of 330. This would increase the total number pupils at the school to 1970, including sixth form with an effective increase of 251 pupils. The number of full time staff would increase from 142 to 150. The increased demand reflects a growing birth rate in the local area previously accommodated in the primary sector which is now beginning to transition into the secondary sector.
- 26 As a Borough, Reigate and Banstead is experiencing a significant increase in the demand for school places, reflecting both a significant rise in birth rate and increased house building and migration within the area. Births in the Borough in 2014 were 24.8% higher than births in 2002. A significant number of primary school places have been provided reflective of this demand and further growth is anticipated in the period up to 2022. In the secondary sector, it is expected a further 10-11 forms of entry will be required in the coming years.
- 27 Within Reigate & Redhill, there is presently provision for 843 places per year in Year 7, composed of the following:
- Royal Alexandra and Albert School (offering 113 Year 7 places per annum);
 - Reigate School (offering 250 Year 7 places per annum);
 - St. Bede's School (offering 270 Year 7 places per annum); and
 - The Warwick School (offering 180 Year 7 places per annum).
- For September 2017 intake, 923 on time first preferences have been expressed for this group of schools, equating to a shortfall in the supply of places, relative to demand. This is acutely felt at St. Bede's, where 365 first preference applications were received in 2017, thereby effectively making it 35% oversubscribed.
- 28 St Bede's has been rated as 'Good' by Ofsted and therefore fulfils national policy aspirations to expand high quality school provision where there is an identified need. Officers accept this need exists in the Redhill areas and that the proposed development is reasonable in relation to the proposed increase in capacity. A modular unit was permitted in 2016 on a temporary basis to accommodate an additional bulge class. The applicant has stated this would be removed on completion of the current proposals should they be permitted.
- 29 It should be noted there is an historic planning condition restricting pupil numbers on a previous planning permission granted by Reigate and Banstead Borough council to 1650. However, a recent permission for a temporary modular unit superseded this condition by allowing an increase in pupils beyond this capacity. The proposed expansion would obviously increase this again but Officers consider the need for additional increase has been adequately demonstrated above.
- 30 The Carlton Residents Association (CRA) submitted a representation highlighting a potential issue in relation to stated educational need. Further consultation with the Education Authority revealed this was a misunderstanding on CRAs part. They referred to meeting minutes from the Surrey County Council Schools Admission Forum in June last year which appeared to suggest that schools in the Redhill area would only need to be expanded should a proposed new free school at Merstham Park not be built. The

CRA are right to recognise that this free school development is to go ahead but the LEA clarified this with the following statement.

'The quoted section of the Admissions Forum Minutes from 17 June 2016 refer to the County Council's proposals for meeting pupil demand for the 2017/18 academic year. At the time, the issue at stake was whether the new 6FE Free School would be opened in September 2017 or September 2018 and the "alternative plan" of expanding The Warwick and St. Bede's referred specifically to the scenario in which the Free School was not opened in September 2017. This, in fact, did turn out to be the case and "bulge classes" have been offered at both The Warwick and St. Bede's for the 2017/18 academic year.

The long-term need in the Reigate & Redbridge (sic) area is for an additional 9FE (270 places) worth of provision to be delivered. The proposed strategy to meet this need incorporates the 6FE Free School (180 places); the 1FE expansion of The Warwick (30 places); and the 2FE expansion of St. Bede's (60 places). As such, the formal expansion of St. Bede's represents a core element of the County Council's strategy to meet pupil demand in the area and is required alongside (rather than in addition to) the new Free School, as well as the expansion of The Warwick.'

Officers are satisfied this explanation clarifies the point raised by the CRA and LEA's position in relation to need in the local area.

- 31 Officers consider that the applicant has demonstrated that there is a need for secondary school places within this area. The site is located within the urban area and there is space for the development to be accommodated on this site. As such, officers consider that the principle and the need for the development has been demonstrated and would accord with development plan policy in this regard.

URBAN OPEN LAND

Reigate and Banstead Borough Local Plan 2005

Policy Pc6 – Urban Open Land

Policy Cf2 – Design and Layout of Community Facilities

- 32 Policy Pc6 states that the loss of Urban Open Land as shown on the proposals map will normally be resisted. It states that proposals for ancillary buildings or replacements or extension of existing buildings within Urban Open Land will be considered against the appropriate design and layout, the contribution that the area of Urban Open Land makes to the character and visual amenity of the locality and to the functioning of any essential social, community or educational use. Policy Cf2 contains design and layout criteria for community facilities including schools. Criterion i.) requires that the best use is made of the physical characteristics of the site; criterion ii.) requires that development is of a scale and form which respects the general pattern of development in the area
- 33 The St Bede's School site is designated as Urban Open Land. It is characterised as two distinct sections, one situated to the north west and another to the south east, connected in the centre. The buildings and associated hard surfaced areas form the north western and central areas whilst the south eastern area is predominantly open green space apart from a sports hall and outdoor multi use games area which are located in the central area, close to the built form of the north western section. The proposed development includes extensions to existing school buildings and would not introduce any stand alone new build elements. The main elements of the proposed development would be located in the north western section which is considered appropriate in relation to the existing layout and the functionality of the school. The south eastern section would remain as open as it currently is apart from the relocated long jump area which would be positioned close to the boundary adjacent to the existing running track and would therefore not interrupt the openness. Officers consider the proposed layout has been designed to make best use of the existing school site. The overall character of the Urban Open Land

would not be affected whilst the proposed development would enhance the functionality of an educational use by responding to a justified need for additional school places. The proposed development is considered to be of an appropriate scale and Officers also consider the proposed built form would respect the existing built character of the school site. The proposed development comprises ancillary buildings which satisfy design and layout criteria for new community facilities. Officers therefore consider it compatible with Saved Local plan Policies Pc6 and Cf2 of the Reigate and Banstead Borough Local Plan 20005.

IMPACT ON RESIDENTIAL AMENITY

Reigate and Banstead Local Plan 2005

Policy Cf2: Design and Layout

- 34 Reigate and Banstead Local Plan 2005, Policy Cf2 ensures in order to maintain and enhance the natural and built environment of the Borough, all proposals for the development of community facilities will normally be required to be of a suitable scale and comprise a layout and design which does not adversely affect the amenities of adjoining properties.

Overshadowing / overbearing / overlooking

- 35 The proposed development consists of four separate extensions. Two of these are of a small scale and include a one storey extension to the existing dining hall and a one storey extension to a small section of the southern elevation facing Carlton Road. The dining hall extension would not have a direct adverse impact upon residential amenity by way of overshadowing, overbearing or overlooking partly because of its small scale and flat roof but mainly because its internal location between two larger sections of the main school building means it would not be noticeable from any external location. The extension to the southern elevation is also small scale and has a flat roof which reduces bulk and massing. The closest residential properties are located on the opposite side of the road at 73 & 75 Carlton Road. There is approximately 40m between the proposed extension and these residential properties. The school's south western boundary also features thick hedging approximately 2.5m in height which would help to reduce the visibility of the proposed extension and limit any adverse impacts on residential amenity.
- 36 The proposed extension to the existing Arts Block located in the north western section of the school site would extend the existing building from the north eastern elevation toward Gatton Park Road by some 20m. This would bring the building line closer to residential properties at 19 - 21 North Mead although the separation distance would still be around 45m and even greater where the applicant has proposed set backs on the north eastern elevation. The proposed extension would be part 3 storey, part 2 storey which helps to reduce bulk and would not be any greater in height than the existing Arts Block building with a maximum height of 10m. An existing car park and a grassed/shrubbed culvert area would remain in the intervening space between residential properties and the proposed new building reducing opportunity for overlooking. In addition to this, the school's north eastern boundary features vegetation such as hedging approximately 3m high and groups of trees varying in height between 10 and 15m providing robust screening, particularly in warmer months and further protecting the amenity of neighbours. Other residential properties are located north beyond Gatton Park Road or south west on Carlton Road but significant separation distances mean there would be no direct impact upon residential amenity to these properties.
- 37 The most significant element of the current proposals would be the 3 storey extension to the main school building. This would be located at the rear of the school buildings across from the existing main entrance. The proposals would be around 9m in height and the rear elevations of the closest residential properties are located approximately 43m north east at 26 – 28 North Mead. The extension would have a flat roof which would help to

reduce bulk and any potential overbearing effect. Like the proposed extension to the Arts Block, this element of the proposals is also separated by an existing intervening car park area and would benefit from the same robust screening, reducing opportunity for overlooking or loss of privacy. Representations were received from residents at 27, 29 and 30 North Mead in relation to potential amenity issues mainly because of the proximity of the proposed new extension to these properties. Officers acknowledge this extension would be clearly visible from the rear windows these properties but conclude that the separation distances involved; the proposed design and layout; and the features of the intervening spaces reduce this impact to less than significant.

- 38 The total site area is 5.8ha and the existing floorspace is approximately 14,000sqm. The overall floorspace of the proposed new extensions would total around 2,400sqm. Officers consider the scale of the proposed new build elements to be appropriate in relation to the surrounding school site. Other issues raised in relation to noise and transport are assessed in paragraphs 39-41 and 51-58, respectively.

Noise

- 39 Officers consider that the proposed development would involve three main forms of noise generation, firstly, the increase in the number of pupils at the site (intensity of use); secondly, the potential increase in car movements as a result of the expansion; and thirdly, construction noise. It is considered that the increase in intensity in the use of the site when viewed in context i.e. the site is an existing secondary school and any noise would be centred on certain parts of the day before and after school and during lunch and break times. As such, given the intermittent noise generation, reasonable separation distances and robust boundary treatment in the form of vegetation and fencing, it is considered that the proposal would not significantly add to noise levels and therefore not have a detrimental impact on the amenities of neighbouring properties by virtue of the increase in pupils. In addition, the relocation of the main school entrance to the front of the school building on Carlton Road would help to reduce the current level of activity at this part of the school site. The level of activity at the proposed new entrance area off Carlton Road would not significantly increase because a large proportion of pedestrians accessing the site currently approach from Carlton Road in any case and this would not greatly increase as a result of the proposed expansion.
- 40 With regards to noise generation from vehicles and in order to discourage the use of the private vehicle, the School Travel Plan submitted with the application suggests measures and targets in order to encourage other modes of transport i.e. walking, cycling etc. Officers therefore consider, given the requirements of the School Travel Plan, that any increase in private car usage could be managed so as not to result in a significant reduction in residential amenities by virtue of noise generation by car usage.
- 41 The noise during construction would be for a limited period and would be controlled by condition for works to only be undertaken during certain hours of the day. With these controls, officers do not consider that the proposal would adversely impact upon residential amenity in this regard.

Conclusion on Residential Amenity

- 42 Officers acknowledge there would be some adverse impact on residential amenity but consider that this impact would not be significant in terms of loss of light, loss of privacy or overbearing effect given the position and location of each new extension; the relatively small total amount of floorspace created in relation to the existing built form within the site; and the existing boundary treatments and separation distances to residential properties. Officers are aware that the increase in pupils will in turn increase the noise around certain times of the day; however, do not consider that this would result in a significant impact on residential amenity. The temporary noise impacts due to construction would be for a limited time and can be restricted via planning condition. Reasonable mitigation can be put in place via planning condition to reduce amenity

issues caused by an increase in traffic generation in the longer term. Given the above, Officers consider that the proposals are of a suitable scale and would have no significant adverse impact on residential amenity and would accord with Saved Local Plan Policy Cf2 of the Reigate and Banstead Local Plan 2005.

DESIGN AND VISUAL AMENITY

Reigate and Banstead Core Strategy 2014

Policy CS4: Valued townscapes and the historic environment

Reigate and Banstead Local Plan 2005

Policy Cf 2: Design and Layout

- 43 Reigate and Banstead Core Strategy 2014, Policy CS4 ensures development will respect, maintain and protect the character of the valued townscapes in the Borough. Proposals will be of a high quality design which takes direction from the existing character of the area.
- 44 The Reigate and Banstead Local Plan 2005, Policy Cf2 ensures in order to maintain and enhance the natural and built environment of the Borough, all proposals for the development of community facilities will normally be required to: - (i) make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained (ii) be of a scale and form which would respect the general pattern of development in the area (v) be designed to a high standard incorporating elevational treatments, roofscape and building materials, which complement the character of the area.
- 45 The existing school buildings vary considerably in style, scale and appearance mainly depending on when they were constructed. The older styles tend to be finished in facing brick whilst the most recent school buildings feature timber cladding or have interesting architectural shapes like the circular element to the existing arts block. The buildings vary in height between one and three storeys with some having flat roofs and other with varying degrees of pitched roof. The overall appearance gives a mixed character in terms of design and visual amenity.
- 46 The proposals consist of four separate new build elements, each varying in scale and appearance. The largest of these would be the proposed new teaching block adjoining the rear of the main school building. This would be a three storey classroom block extension approximately 9m in height. The building would have a flat roof which helps to reduce bulk. The north eastern elevation would feature rows of windows on each floor with the main access from an internal corridor. The south western elevation would only have a small number of windows on each floor and an emergency exit on the ground floor. The external appearance of the building would be completed in different styles including beige and blue brick finish on the ground floor elevations and white render with some blue brick infill between windows on the upper floor elevations. This new build element would be located internally within the site and therefore visibility from out with the school the site would be restricted by the site layout, existing structures and boundary vegetation. This element, whilst different from the existing development, complements it and maintains overall design quality of built development on the site.
- 47 The next most significant part of the current proposals would be the extension to the existing arts block located in the western corner of the southern section of the school site. This extension would be part two, part three storey with windows on all elevations and floors with an emergency access door on the eastern elevation. The massing is reduced by a variety of building heights of between 5-10m depending on the number floors and the sites topography; the use of setbacks; and a mixture of flat and pitched roofs. The external finishes of this block would match existing consisting of beige facing brickwork on lower floors, white render to mainly upper floors and blue facing brickwork throughout. The design of this element of the expansion is particularly important because

it is partially exposed to Gatton Park Road and the AONB beyond and therefore the potential for visual impact is greater. However, this impact is not considered to be significant because the proposed extension is located approximately 65m from the AONB boundary; boundary vegetation, trees and shrubbery help to restrict visibility; and the extension forms part of an existing built form. Further to this, the variety of building styles and architectural features are considered to positively contribute to the overall street scene and character of the school site. The County Landscape Architect was consulted on these proposals in relation to the visual impact on landscape. She agreed that suitable mitigation is proposed in terms of design and layout and raised no objection.

- 48 The other two new build elements being considered as part of these proposals are a small extension to the existing dining room and another small extension to the front of the main school building to create a new main entrance leading from Carlton Road. The extension to the dining room would face north west into the an internal courtyard area and would only be visible from a limited number of locations within the school site. This extension would extend approximately 3m from the existing building line, consist of one storey with a flat roof and be finished in beige facing brickwork to match existing. The northern elevation would be predominately glazed and a canopy will extend this section by a further 1.5m creating a covered external informal space. The new main entrance would be one storey with a flat roof and would wrap around the existing building line in an L shape extending outward by between 2-4m from the existing school building line. Double access doors with a small canopy above and two windows will feature on the southern elevation whilst further windows would be located on the western elevations. The external finish will consist of white render and beige facing brickwork. Both of these new extensions would be suitable in terms of design and visual appearance in relation to the existing site character.
- 49 Although not forming part of these proposals, other works to be undertaken also include the upgrading of the green field in the northern section of the school site in order to bring the playing fields back into use. This would include the relocation of the existing long jump facility currently located east of the existing MUGA's to south of the new playing field. Additional car parking will be created in the long jump's existing location. These additional elements are not considered to have a negative impact upon visual amenity and Officers consider they will improve the visual character of the site.
- 50 Officers consider that the proposed development would be of an acceptable design quality and would not have an adverse impact upon design or visual amenity of the existing site or surrounding area. The proposal has been designed to integrate with the existing school site and surrounding locality and views into and out of the school site would not be adversely impacted. In addition, the new extensions and the planned improvements to upgrade the playing fields are considered to maintain and enhance the natural and built environment of the school site. Therefore the proposals would accord with development plan policy in this regard.

TRANSPORTATION IMPACTS

National Planning Policy Framework 2012

Chapter 4 – Promoting Sustainable Transport

Reigate and Banstead Core Strategy 2014

Policy CS17: Travel options and accessibility

Reigate and Banstead Local Plan 2005

Policy Mo5 – Design of Roads within New Development

Policy Mo7 – Car Parking Strategy and Standards

- 51 Chapter 4, paragraph 32 of the NPPF states that development should only be refused on transportation grounds when the impact is assessed as severe. Policy CS17 ensures the Borough Council works with Surrey County Council, the Highways Agency, rail and bus operators, neighbouring local authorities and developers to: (3) facilitate sustainable

transport choices, by: promoting walking and cycling as the preferred travel option for shorter journeys, promote non-car travel, require the provision of travel plan and transport assessments for proposals which are likely to generate significant amounts of movement. Local Plan Policy Mo 5 in considering proposals for new development, the County and Borough Councils will seek to ensure that arrangement for access and circulation are appropriate to the type of development proposed and the area in which it is located and do not aggravate traffic congestion, accident potential or create environmental disturbance in the vicinity.

- 52 The proposed development at St Bede's School would increase the capacity from 9 to 11 forms of entry. The school has admitted 2 bulge classes in previous years so the current total number of pupils is around 1719 including sixth form. The proposed extension would bring the total number pupils at the school to 1970 including sixth form, an effective increase of 251 pupils. The number of full time staff would increase from 142 to 150.
- 53 St Bede's is a faith school and as such, has a wider catchment area with 65% of pupils travelling from beyond 2km. Although there is no dedicated school bus service, the school is served by multiple local bus services and Redhill Train Station is located within a mile. Officers consider there are good non-car options for travelling to/from the site. For pupils, this is reflected with a relatively low car modal share of around 32% with the remaining pupils either walking or using public transport/cycling/scooters. Given the scale of the proposals, the applicant has submitted a Transport Assessment in support of the application in order to measure any potential impact on the surrounding highway network. The greatest demand for legal on-street parking spaces in the immediate areas around the school was assessed to be in the afternoon peak between 1515 and 1529. At this point there would still be a total of 33 available parking spaces in the immediate area with a further 338 in wider area. Currently, there are a total of 143 marked and unmarked car parking spaces within the school site which accommodates staff, visitor and some pupil parking. The proposals include a new marked parking area accommodating 20 additional spaces along the southern boundary of the north western section of the school site. However, a number of marked spaces would be lost to make way for certain elements of the proposals and so the net gain would effectively be a provision of 11 new marked spaces. This is considered acceptable in relation to the proposed development because it is greater than the anticipated growth in full time staff (8).
- 54 Based on existing modal shares and not taking account of proposed mitigation measures (discussed later in paragraph 55), the total number of additional vehicles at peak-drop off between 0815 and 0830 would be 19 and these could be comfortably accommodated within the available on-street parking capacity . In afternoon peak, there would be 33 additional vehicles which, according to Transport Assessment data, would occupy all available spaces in the immediate area and is likely to create some parking stress during this period. These would be the maximum number of vehicles present at any one time during those periods. Officers consider this can be adequately mitigated by the implementation of a robust Travel Plan that strongly encourages pupils to make use of the many non-car modes of transport available at St Bede's. The Transport Assessment used existing pupil postcode data to model potential impacts on the nearby junctions of Carlton Road and Colemead Roads with the A23 London road and A242 Gatton Park Road; the junction most likely to be affected by the current proposals. During the busiest period an additional 29 vehicles would use this junction. This is not considered to have a material adverse impact o the surrounding highway because of the current level and nature of traffic at this location.

Mitigation

- 55 The applicant has proposed a number of mitigation measures to help reduce the impact of the proposed expansion. These include additional cycle parking, a preliminary construction management plan (CMP) and a framework school travel plan (STP). The

cycle parking proposed would increase the number of spaces from 50 to 80. The preliminary CMP proposes measures to reduce the impact from construction related traffic by avoiding peak times during the school day and peak periods on the main highway network to help avoid creating further congestion. The framework STP proposes measures, amongst others, such as road safety training; improving communication regarding inconsiderate parking; pupil projects to identify safe non-car routes to school; and ongoing promotion of participation in after school clubs and extra curriculum activities. Officers consider, subject to suitable conditions requiring the CMP and STP to be fully updated and thereafter implemented, the suggested highway mitigation measures would be adequate and proportionate to the proposed expansion.

Representations on Highway Grounds

- 56 The Carlton Residents Association (CRA) submitted a representation highlighting potential highways issues around the site. These have been addressed by the transport consultants:
- **New vehicle access from Gatton Park Road.** The applicant fully considered this and whilst the County Highway Authority concluded it may be possible in principle (subject to detailed assessment); it was considered not to be necessary or proportionate to level of development currently proposed, particularly if this access were only to be a temporary construction access when other suitable access points are available. There were also found to be complications in relation to land ownership and highway safety;
 - **Parking restrictions on Carlton Road.** CRA pointed out an error in relation to existing parking restrictions. The transport consultant acknowledged there was a minor mistake made but concluded this would not change the overall outcome of the assessment as enough on-street parking is available in the wider area and the STP would be effective in promoting 'park and stride' measures. In addition, the STP will be updated to take account for the additional pupils and staff attending the school for the proposed expansion;
 - **Proposed parking.** CRA raised a concern there may not be enough parking provided within the school site to cope with the increase in demand. The transport consultants reiterated data from their comprehensive assessment which indicates that a total number of 134 spaces is a sufficient level of parking when considering the existing % share of various transport modes such as car sharing and park and stride. The evidence suggests a total 127 spaces would be required following the expansion.
 - **Safety.** Highway safety was also raised as a potential issue with CRA suggesting there were major concerns on Carlton Road during peak periods. The accident data demonstrates there have been 10 accidents in the area within the last 3 years. However, the majority of these were on Gatton Park Road and were not as a result of school pick up/drop off. The transport consultant acknowledges congestion may give rise to potential incidents but concludes robust implementation of the STP including road safety training would address these concerns;
 - **New parking restrictions.** Another suggestion was to introduce additional parking restrictions on Carlton Road to help alleviate issues at peak drop-off and pick-up times. This has been given careful consideration by the County Planning Authority in consultation with the County Highway Authority and the local parking team. Following further investigation, these measures have been considered to be feasible and would help to provide further mitigation. Details of parking restrictions at suitable times on the north side of Carlton Road between Vandyke Close and St Bede's School can be secured via a suitably worded planning condition.
 - **Reducing the speed limit.** There has been no evidence of speeding on Carlton Road at peak times and therefore this was not deemed to be a necessary or proportionate to the proposed level of development;

- **Employing a traffic warden.** There is currently a County-wide shortfall of such positions. The peak periods for St Bede's school are considered to be too short and therefore not feasible for such a position.

57 A total of six other representations have been received from neighbours in the vicinity. All of these raised issues relating to traffic impacts. Most of these should be addressed through the suggested mitigation measures in order to reduce any adverse impact to an acceptable level. One representation was received in relation to the potential for construction related vehicles to damage the public highway. Any permission granted will include an informative reminding the applicant of their responsibility in this regard. Another representation also queried the robustness of the STP. At this stage, the submitted STP is only in framework format. A suitably worded planning condition will be included in any permission granted to ensure a full and up to date STP is submitted prior to occupation of the proposed new development. Residents on North Mead raised concerns in relation to congestion and inconsiderate parking at peak times outside their properties. The updated STP, once implemented, as well as the additional parking proposed within the site have the potential to reduce the impact of the proposed new development to an acceptable level.

Conclusion

58 Officers consider that the highways implications of the proposed development can be controlled through the use of planning conditions to ensure that the proposed measures to mitigate the impacts of an increase in traffic movements are implemented. The County Highway Authority was consulted on the proposals and raised no objection subject to the imposition of a number of planning conditions. These require the applicant to update and implement the preliminary CMP and Framework STP; provide the proposed additional vehicle and cycle parking; and restrict HGV movements to the site at peak times. The County Planning Authority agree with these conditions and acknowledge there may be some marginal impact on amenity from traffic but Officers do not consider that residual cumulative impacts of the proposed development will be severe. In view of the above, it is considered that this proposal is acceptable from a transportation perspective subject to conditions and that the provisions of the relevant planning policies can be achieved in this regard.

FLOOD RISK/SURFACE WATER DRAINAGE

National Planning Policy Framework 2012

Chapter 10 – Meeting the challenge of climate change, flooding and coastal change

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS10 – Sustainable Development

59 Para 103 of the NPPF requires that to minimise flood risk from surface water, priority should be given to the use of Sustainable Urban Drainage systems (SUDs). The Ministerial Statement of 18 December 2014 on SUDs requires that for major development, planning decisions ensure that SUDs are put in place for the management of runoff, unless demonstrated to be inappropriate. Core Strategy policy CS10 requires that flood risk be managed, inter alia, through the use of sustainable urban drainage (SUDS) and flood resistant/ resilient design features.

Flood Risk

60 According to Environment Agency flood maps, the school site is located in Flood Zone 1 which means it has a very low chance of flooding from the sea and main rivers (<0.1%). The majority of the site is also considered to be very low risk from surface water flooding although in small localised areas there is a high risk of surface water flooding. Most of the proposed new development does not occur within these areas apart from the extension to the dining hall. The finished floor level of the dining hall extension is

approximately 1m above the recommended 300mm and so would not be impacted should ponding occur during extreme storm events. The applicant submitted a Flood Risk Assessment as part of the supporting information that concluded the proposed development would not increase flood risk both on/off site. In addition, safe access/egress to and from school buildings would be possible during flood events.

- 61 The proposed development constitutes major development and therefore requires the applicant to provide a Sustainable Urban Drainage Strategy (SuDS). As per instruction from the Local Lead Flood Authority (LLFA), the applicant has completed the standard Surface Water Drainage Pro forma. This provides an analysis of the existing site conditions and the current drainage strategy in place at the school as well as proposals to deal with any increased impact on drainage following the proposed development.

Surface Water Drainage

- 62 The existing ground conditions mean infiltration is not possible and so all current drainage and planned SuDS proposals are designed with no infiltration capability. The existing site is considered to be positively drained and the nearest watercourse is located approximately 100m south of the school site. The site has two existing discharge points that connect to a 450mm dia. Thames Water surface water sewer where all surface water runoff currently drains. The site also contains surface water attenuation tanks.
- 63 The proposed SuDS scheme is subject to final design but would include measures to mitigate any increase in runoff by installing Geocellular storage tanks on-site in several key locations including at all areas proposed for new development as well as at the Tennis Courts in the south eastern section of the school site. The proposal also includes a further pond or storage tank adjacent to the proposed car park area to ensure a sufficient volume of storage would be provided. The strategy would contain a combined approach of online and offline attenuation, limiting discharge rates through orifice restrictions and hydrobrakes. Only the existing discharge points would be utilised and discharge rates would not be increased. Groundwater issues would be overcome by installing impermeable liners to prevent ingress of groundwater.

Conclusion on Flood Risk & Surface Water Drainage

- 64 The proposed development site is located in the lowest level of flood risk zone and only has a high risk of surface water flooding a very small part area which is overcome by because finished floor levels are significantly above the recommended levels. Officers are satisfied the proposed development would be designed to not increase flood risk both on/off the site and would also not increase discharge rates up to and including the 1% AEP + Climate Change event. The LLFA were consulted on these proposals and were satisfied surface water drainage could be adequately dealt with subject to suitable pre commencement planning conditions to secure a detailed design and ongoing maintenance arrangement. Thames Water were also consulted on the proposals and stated they had no overall objection but advised prior approval may be required from Thames Water in order discharge to their infrastructure. The applicant will be reminded of their responsibilities in this regard by including an informative to any permission granted. Officers conclude that subject to planning condition and detailed drainage design the proposed development would comply with national and local policy in this regard.

LANDSCAPE AND IMPACT ON TREES

Reigate and Banstead Core Strategy 2014

Policy CS2: Valued landscapes and the natural environment

Reigate and Banstead Local Plan 2005

Policy Pc 4: Tree Protection

- 65 Core Strategy 2014, Policy CS2 considers in allocation of land and/ or proposals for significant development, the Council and developers will be required to protect and enhance the borough's green fabric. Following criteria (f) site specific features which make a positive contribution to the green fabric and/ or a coherent green infrastructure network and will, as far as practicable, be retained and enhanced. Local Plan Policy Pc 4, requires that planning authorities will protect, conserve and enhance the tree cover in the Borough through the use of development control powers, its own resources where available, and by the making of Tree Preservation Orders. Furthermore the Borough Council will require compliance with the latest arboricultural and silvicultural standards in respect of any tree works or development near to trees.
- 66 The proposed development would result in the removal of several trees from within the site and several other trees could potentially be affected. The applicant has submitted an arboricultural assessment and method statement to assess any potential impact. This covered a total of 49 trees or hedges of which, 2 were category A (of high quality), 15 were category B (moderate quality) and 32 category C (low quality). There are 11 trees proposed to be removed as well as a small section of hedging on the north western boundary. Most of these are considered category C apart from 2 Ash trees considered to be category B. The trees proposed to be removed are no greater than 7m tall. They are mainly located at the rear of the southern section of the school site behind the main school buildings and public views of the trees are restricted by their relative immaturity & height, other boundary trees and intervening structures.
- 67 The applicant has proposed protecting the root protection areas of a number of trees and hedges located close to the proposed extension to the arts block and to the main block with protective fencing which can be secured via planning condition. The two category A trees are located in the south east corner of the southern section of the school site adjacent to the proposed new car parking area. It is also proposed to provide protective fencing to safeguard these trees.
- 68 Although Reigate and Banstead Borough Council raised no objection to the proposals, they did raise a concern in relation to the removal of the hedge on the north western boundary to make way for the Arts Block extension. In order to mitigate the loss of any trees or hedging, the applicant has proposed replanting in several locations throughout the southern section of the school site, surrounding the main school buildings. These would include replacement hedge planting on the north western boundary; 2 Norway Maples on north eastern boundary; 2 Red Oaks close to the south eastern boundary; and 2 Strawberry trees located in front the proposed new entrance. Two memorial trees currently located on the north western boundary will also be transplanted to new locations within close proximity to their current location.
- 69 Officers consider the proposed loss of trees and hedging would have only a small adverse impact to the character of the school site given the small number of trees to be removed in relation to the number of remaining trees as well as their relative immaturity. To mitigate this impact, the applicant has proposed that replacement tree planting and hedging will be undertaken and a condition is recommended to ensure this. Other trees affected by the proposals can be adequately protected during construction works and this can also be secured via planning condition. The County Arboriculturalist was consulted on these proposals and raised no objection and agreed that suitable protection measures and replanting should be secured via planning condition. Officers therefore consider that the proposal would accord with development plan policy in this regard and that the concern raised from the Reigate and Banstead Borough Council has been addressed.

IMPACT ON ECOLOGY

Reigate and Banstead Core Strategy 2014
Policy CS10: Sustainable development

Reigate and Banstead Local Plan 2005

Policy Pc 2G: Local Nature Conservation Interest

- 70 Core Strategy Policy CS10 ensures development will be designed reflecting the need to adapt to the impacts of climate change (for example impacts on ecology). Local Plan Policy Pc 2G ensures the retention and enhancement of sites and features, including trees, woodlands, hedgerows, ponds, ditches, streams and other forms of wildlife corridor which contribute to the local diversity and nature conservation interest of the area, will be considered in any development proposals. The damage or loss of these features will be resisted. Furthermore proposals that may affect sites valuable for nature conservation must include sufficient information to demonstrate their impact on the site's valuable features.
- 71 A Preliminary Ecological Appraisal and Phase 1 Habitat Assessment have been carried out to evaluate the site for habitats potentially suitable to support EU and UK protected species. The site supports 9 different types of habitats all of relatively low value. Species covered within the appraisal include badgers, bats, breeding bird habitats, dormice, great crested newts and reptiles. The appraisal found little potential for the site to support badgers, dormice or great crested newts. There was a small potential for the site to support reptiles in one particular grassed area in the northern section of the site but this was only minimal and in any case, the area will be unaffected by the proposed development. Of the existing buildings within the site, a small potential for bats exists in the roof of the main building through a gap in hanging tiles. However, no other evidence was found and in any case, this building will be unaffected by the proposed development. A number of trees are to be removed from within in the site that may have potential for nesting birds. The applicant will be reminded of their responsibilities in relation to nesting birds.
- 72 The County Ecologist has been consulted on the proposals. He agreed that further assessment for bats and reptiles would not be necessary given that the proposals would not have any adverse impact on potential habitat areas. He did point out the submitted Preliminary Ecological Appraisal and Phase 1 Habitat Assessment was dated 2015 and related to a previous proposal on the site. Following further correspondence with the applicant and submission of additional information and an updated Design and Access Statement, the County Ecologist was satisfied that all necessary ecological matters has been fully considered and raised no objection.
- 73 Officers consider following the outcome of the Preliminary Ecological Appraisal and Phase 1 Habitat Assessment, the site supports habitats that are mostly low value, with amenity grassland, hard standing and large brick buildings forming the most dominant features and therefore there is no likelihood of harm to protected species. As such officers are satisfied that the proposal would not result in adverse ecological impacts and would accord with development plan policy in this regard.

HERITAGE

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS4 – Valued Townscapes

- 74 Core Strategy Policy CS4 states that proposed development should be designed sensitively in order to respect the historic environment including heritage assets and their settings.
- 75 The development site does not contain any listed buildings or other heritage assets. However, Lower Gatton Park is a Grade II Registered Park and Garden and is located approximately 65m north of the site's north western boundary. The gardens form part of the Gatton Park Estate and were designed by Lancelot Capability Brown circa 1760s.

They are characterised by woodland, formal walks and a lake. The mansion house itself is also Grade II listed but is located at a considerable distance north east of the proposed development site and therefore there would be no impact from the current proposals.

- 76 The topography in this location means that Lower Gatton Park is in an elevated position and therefore views may be possible into the school site. However; the school site forms part of an established built up area and is well separated from Lower Gatton Park by intervening features such as Gatton Park Road, an existing allotment development and robust boundary vegetation. Any potential impact on the setting of Lower Gatton Park is considered to be negligible because the proposed development is contained within the established built up area. In addition, the intervening features described earlier would also significantly limit any potential views from Lower Gatton Park. The County Historic Buildings Officer was consulted on these proposals and raised no objection.
- 77 Officers consider the proposed development would not detract from or impact on the historic setting of Lower Gatton Park and that the proposals comply with local policy in this regard.

SUSTAINABLE CONSTRUCTION

Reigate and Banstead Local Plan: Core Strategy 2014 Policy CS11 – Sustainable Construction

- 78 Core Strategy Policy CS11 requires that relevant non-residential development of new or replacement buildings, or extensions to existing structures be to a minimum standard of BREEAM ‘very good’. The development constitutes ‘major development’ under the definition contained in the General Development Management Procedure Order, and in those circumstances officers consider the proposal should be considered ‘relevant non residential development’ for the purposes of policy CS11.
- 79 A BREEAM pre-assessment was submitted with the application which showed that the development was capable of achieving a ‘very good’ rating (‘very good’ requires a rating of 55 -70%, and the assessment showed the proposal scoring 57.0%) .
- 80 The applicant has submitted a supplementary assessment demonstrating that credits gained under the assessment are applicable to the scheme. The applicant has demonstrated that the scheme can achieve a ‘very good’ rating through appropriate use of materials; reduction of heat gain and controlled solar glare south facing windows; and by using internal water fittings in order to reduce water consumption, amongst many other features as detailed within the BREEAM pre-assessment report dated 17 February 2017. A condition requiring submission of a post completion report can be imposed to secure this and Officers consider the proposals meet the provisions of local policy in this regard.

HUMAN RIGHTS IMPLICATIONS

- 81 The Human Rights Act Guidance for Interpretation, found at the end of this report, is expressly incorporated into this report and must be read in conjunction with the following paragraph.
- 82 In this case, the Officer’s view is that while impacts on amenity caused by traffic movements at the start and end of the school day are acknowledged, the scale of such impacts are not considered sufficient to engage Article 8 or Article 1 of Protocol 1. Their impacts can be mitigated by conditions. Officers also consider that any impact on amenity caused by the proximity of some elements of proposal to residential properties has been mitigated as much as possible so that the impact has been reduced to an

acceptable level. As such, this proposal is not considered to interfere with any Convention right.

CONCLUSION

- 83 The applicant has provided robust evidence to demonstrate a justified need for new school places locally and great weight should be attached to this consideration. In order to grant planning permission, the Committee should be satisfied that no significant harm exists or cannot be mitigated by the imposition of conditions or the inclusion of other appropriate measures.

The scale, design and location of the proposed new extensions would not adversely impact on the design or visual amenity of the existing site and would integrate well within the surrounding area and would also have no adverse impact on the Urban Open Status. Much of the proposals would be partially screened from the street scene by vegetation or intervening structures. Given the reasonable separation distances between the building and the neighbouring dwellings, there would be no significant adverse impact on neighbouring properties as a result of the proposed development. Planning and Highways officers are satisfied that the submitted transport information is robust and that the proposed package of mitigation measures is a suitable and proportionate response to the potential traffic impacts identified. The applicant has provided suitable in principle proposals to adequately deal with flooding and drainage issues with detailed design secured through planning conditions. The loss of trees, subject to replanting would be acceptable and there would be no ecological impacts as a result of the development. The applicant has also fully considered any heritage issues and the proposed new buildings meet sustainable building design requirements.

- 84 Given the above, Officers considers that the proposal would be acceptable and would accord with the NPPF and policies in the Reigate and Banstead Local Plan: Core Strategy 2014 and the Reigate and Banstead Borough Local Plan 2005. As such it is officers view that the proposal should be granted subject to relevant conditions.

RECOMMENDATION

- 85 That pursuant to Regulation 3 of the Town and County Planning General Regulations 1992, application no. **RE17/00931/CON** be permitted subject to the following conditions.

Conditions:

1. The development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in all respects in accordance with the following plans/drawings:

B17278AI/A/PL032 Proposed Main Block Ext 2nd floor dated 24/02/2017
 B17278AI/A/PL031 Proposed Main Block Ext 1st floor dated 24/02/2017
 B17278AI/A/PL030 Proposed Main Block Ext Gr floor dated 24/02/2017
 B17278AI/A/PL036 Proposed Main Block Ext EI 2 of 2 24/02/2017
 B17278AI/A/PL035 Proposed Main Block Ext EI 1 of 2 24/02/2017
 B17278AI/A/PL037 Proposed Main Block 3D visual dated 24/02/2017
 B17278AI/A/PL042 Rev 1 Proposed Arts Block Ext 2nd floor dated 24/03/2017
 B17278AI/A/PL041 Rev 1 Proposed Arts Block Ext 1st floor dated 24/03/2017
 B17278AI/A/PL040 Rev 1 Proposed Arts Block Ext Grd floor dated 24/03/2017
 B17278AI/A/PL045 Rev 1 Proposed Arts Block Ext Sh 1 of 2 dated 24/03/2017
 B17278AI/A/PL046 Rev 1 Proposed Arts Block Ext EI Sh 2 of 2 dated 24/03/2017
 B17278AI/A/PL047 Rev 1 Proposed Art Block 3D perspective dated 24/03/2017

B17278A/A/PL055 Proposed Entrance & Dining Ele 1 of 2 dated 17/03/2017
 B17278AI/A/PL050 Rev 3 Proposed Entrance & Dining Floor plan dated 17/03/2017
 B17278AI/A/PL056 Proposed Entrance & Dining EI 2 of 2 24/02/2017
 B17278AI/A/PL057 Proposed Entrance & Dining 3D Vis dated 24/02/2017
 B17278AI/A/PL005 Existing Site Block Plan dated 24/02/2017
 B17278AI/A/PL010 Rev 2 Proposed Site Block Plan Dated 01.03.17
 01-A Site Survey dated Jan 2017
 03-A Site Survey dated Jan 2017
 02-A Site Survey dated Jan 2017
 B17278AI/A/PL002 Site Aerial dated 2017
 B17278AI/A/PL015 Rev 1 Proposed Site Sections dated 24/03/2017
 B17278AI/A/PL020 Existing Lower Ground Floor dated 24/02/2017
 B17278AI/A/PL021 Existing Ground Floor Plan dated 24/02/2017
 B17278AI/A/PL022 Existing First Floor Plan dated 24/02/2017
 B17278AI/A/PL023 Existing Second Floor Plan dated 24/02/2017
 B17278AI/A/PL024 Existing Roof Plan dated 24/02/2017
 B17278AI/A/PL025 Rev 1 Proposed Lower Ground Floor dated 24/03/2017
 B17278AI/A/PL026 Rev 1 Proposed Ground Floor Plan dated 24/03/2017
 B17278AI/A/PL027 Rev 1 Proposed first floor plan dated 24/03/2017
 B17278AI/A/PL028 Rev 1 Proposed 2nd floor plan dated 24/03/2017
 B17278AI/A/PL029 Rev 1 Proposed Roof Plan dated 24/03/2017
 B17278AI/A/PL001 The location plan dated 2017

3. The development hereby permitted shall not be commenced unless an updated Construction Management Plan has been submitted to and approved by the County Planning Authority. The approved plan shall thereafter be implemented fully in accordance with the approved details.
4. During school term time, there shall be no HGV movements to or from the site between the hours of 08.00 and 09.00, 15.00 and 16.00 and 17.00 and 18.00 nor shall the applicant or their contractors permit HGVs to be parked up and waiting on Carlton Road, North Mead, South Mead, Carlton Green, Vandyke Close or Colesmead Road.
5. In carrying out the development hereby permitted, no construction activities including the use of mechanised plant or power tools shall take place except between the hours of 8.00 and 18.00 between Mondays and Fridays and between 8.00 and 13.00 on Saturdays. There shall be no working on Sundays or bank and public/national holidays.
6. The development hereby permitted shall not be occupied unless an updated School Travel Plan including provision for maintenance, monitoring and updating of the plan has been submitted to and approved by the County Planning Authority. The approved plan shall thereafter be implemented fully in accordance with the approved details.
7. The development hereby permitted shall not be occupied unless details to provide an additional 30 cycle spaces have been submitted to and approved by the County Planning Authority. The approved details shall thereafter be implemented fully in accordance with the approved details.
8. The development hereby permitted shall not be occupied unless and until the additional car parking spaces have been provided as generally shown on plan B17278AI/A/PL010 Proposed Site Block Plan dated 01 March 2017 and will thereafter be maintained for that use only.
9. The development hereby permitted shall not be occupied unless and until the applicant has secured the provision of a scheme to restrict car parking on the north side of Carlton Road between Vandyke Close and St Bede's School which has first been submitted to and approved in writing by the County Planning Authority and thereafter be carried out in full accordance with that scheme.

10. The development hereby permitted shall not be commenced unless details of the drainage layout have been submitted to and approved in writing by the County Planning Authority. The details shall include: location of all SuDS elements; pipe diameters; levels; long and cross sections of each SuDS element; off-site discharge rates; and details of any flow restrictions. Only the approved details shall be implemented.
11. The development hereby permitted shall not be commenced unless further details to demonstrate how SuDS will cater for system failure and exceedance events, both on and offsite, have been submitted to and approved in writing by the County Planning Authority. Only the approved details shall be implemented.
12. The development hereby permitted shall not be commenced unless details of how SuDS will be protected and maintained during the construction of the development have been submitted to and approved in writing by the County Planning Authority. Only the approved details shall be implemented.
13. The development hereby permitted shall not be commenced unless details of how SuDS will be maintained during the operational phase have been submitted to and approved in writing by the County Planning Authority. Only the approved details shall be implemented.
14. Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority to demonstrate that the Sustainable Urban Drainage System has been constructed as per the agreed scheme.
15. The proposed development shall be carried out in strict accordance with section 9 of the Arboricultural report dated 02 March 2017 submitted with the application.
16. Before any equipment, machinery or materials are brought onto the site for the purposes of carrying out the development hereby permitted, the tree protective fencing shall be erected in accordance with drawing Tree Protection Plan (DWG: TPP02) within Appendix 3 of the Arboricultural report dated 02 March 2017 submitted with the application. The tree protective fencing shall remain in situ for the duration of the construction of the development hereby permitted. For the duration of works on the site no materials, plant or equipment shall be placed or stored within the protected area.
17. Tree replanting shall be carried out, no later than in the first planting season after the first occupation of any part of the development, in accordance with drawing Tree Protection Plan (DWG: TP-02) within Appendix 4 of the Arboricultural report dated 02 March 2017 submitted with the application. Thereafter the new tree planting shall be maintained for a minimum period of five years. Such maintenance shall include the replacement of any tree which is removed, uprooted or destroyed or dies or becomes in the opinion of the County Planning Authority seriously damaged or defective. The replacement shall be of the same species and size and in the same location as that originally planted.
18. No later than 6 months after the first occupation of the building hereby permitted, an assessment shall be carried out by an accredited person confirming that the development has achieved a standard of sustainable construction that would have achieved a BREEAM rating of 'very good', and the assessment shall be deposited with the County Planning Authority.

Reasons:

1. To comply with Section 91 (1)(a) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

2. For the avoidance of doubt and in the interests of proper planning.
3. To ensure that the development should not prejudice highway safety nor cause inconvenience to other highway users and to protect the residential amenity of local residents in accordance with Policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and Policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
4. To ensure that the development should not prejudice highway safety nor cause inconvenience to other highway users and to protect the residential amenity of local residents in accordance with Policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and Policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
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9. To ensure that the development should not prejudice highway safety nor cause inconvenience to other highway users and to protect the residential amenity of local residents in accordance with Policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and Policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
10. To ensure that the SuDs hierarchy has been followed in accordance with the National Planning Practice Guidance, Flood Risk and Coastal Change. These requirements relate to the way the development is to be constructed therefore the details must be submitted and approved before the development commences.
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14. To ensure that the SuDs hierarchy has been followed in accordance with the National Planning Practice Guidance, Flood Risk and Coastal Change.
15. To ensure protection of the trees in accordance with Policy CS2: Valued landscapes and the natural environment of the Reigate and Banstead Core Strategy 2014
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18. To ensure the development achieves an appropriate standard of sustainable construction, pursuant to Policy CS11 of the Reigate and Banstead Core Strategy 2014.

Informatives:

1. The attention of the applicant is drawn to the requirements of Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970 and to Building Bulletin 102 'Designing for disabled children and children with Special Educational Needs' published in 2008 on behalf of the Secretary of State for Children, Schools and Families, or any prescribed document replacing that note.
2. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.
3. In determining this application the County Planning Authority has worked positively and proactively with the applicant by: entering into pre-application discussions; scoping of the application; assessing the proposals against relevant Development Plan policies and the National Planning Policy Framework including its accompanying technical guidance and European Regulations providing feedback to the applicant where appropriate. Further, the County Planning Authority has: identified all material considerations; forwarded consultation responses to the applicant where necessary; considered representations from interested parties; liaised with consultees and the applicant to resolve identified issues; and determined the application within the timeframe agreed with the applicant. Issues of concern have been raised with the applicant including impacts of and on noise/traffic/heritage/flooding/landscape/ecology/visual impact and addressed through negotiation and acceptable amendments to the proposals. The applicant has also been given advance sight of the draft planning conditions.
4. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

CONTACT

Sean Kelly

TEL. NO.

020 8541 9322

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

Government Guidance

[National Planning Policy Framework 2012](#)

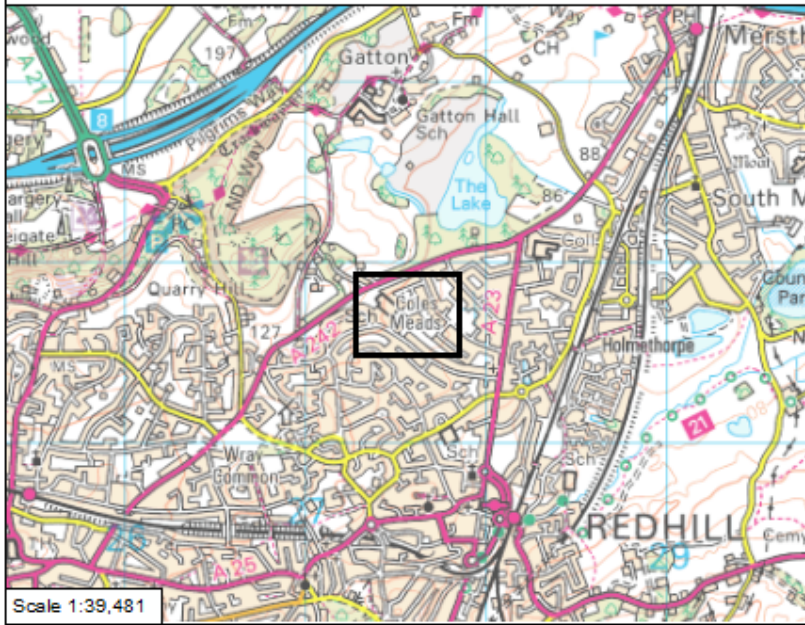
[Planning Practice Guidance](#)

The Development Plan

Reigate and Banstead Local Plan: Core Strategy 2014

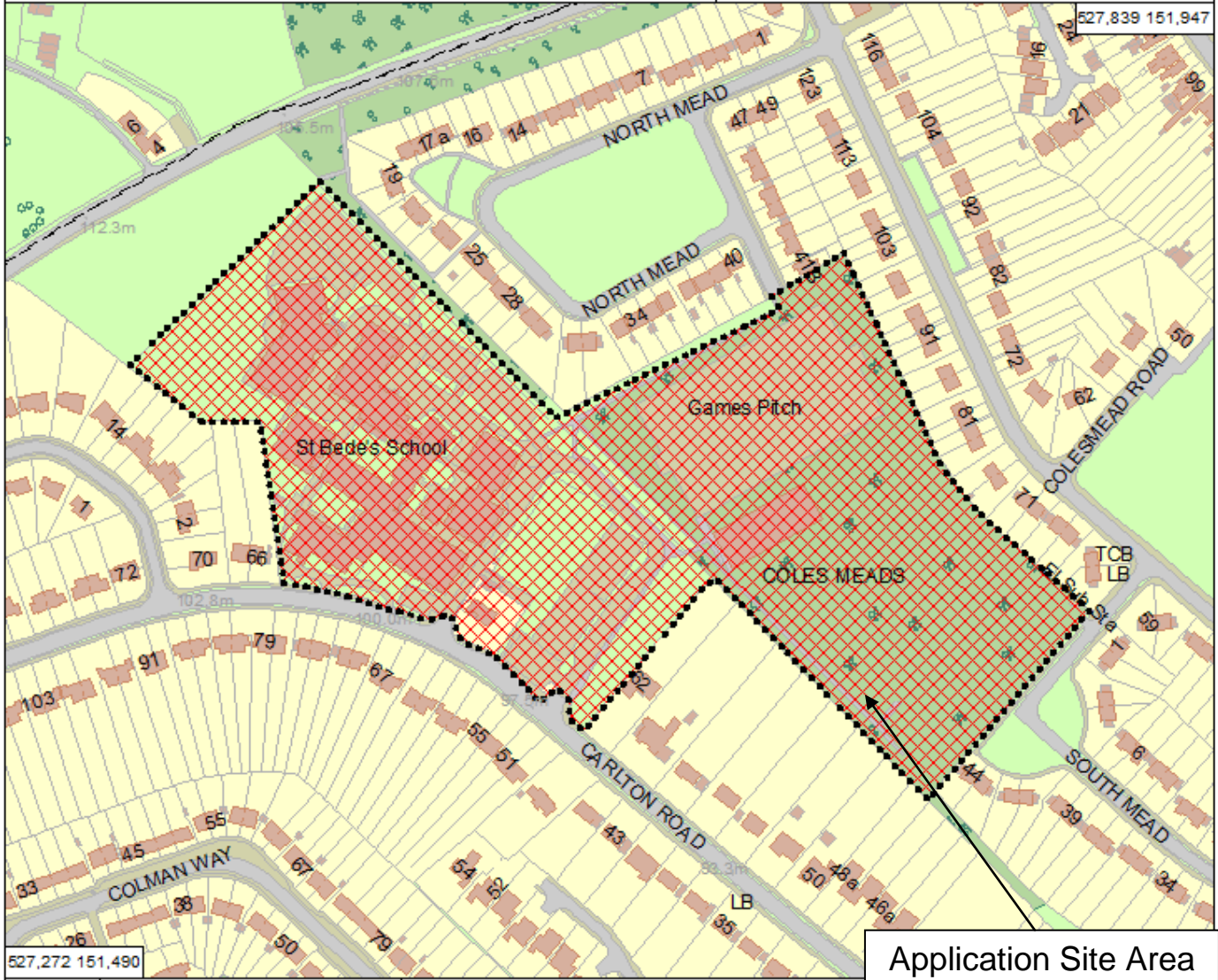
Reigate and Banstead Local Plan 2005


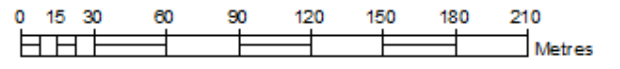
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<p style="text-align: center;">Site Location</p>  <p>Scale 1:39,481</p>	<p>St Bedes School, 64 Carlton Road, Redhill, Surrey RH1 2LQ</p> <p>The erection of a three storey extension to existing main teaching block and a three storey extension to existing arts block to provide more teaching space to accommodate a 2FE expansion; the erection of a one storey extension to front of main block to provide new main entrance, administrative office and storage space; one storey extension to existing dining hall; provision of new car parking spaces and cycle storage facilities; and associated external works.</p> <p>Application No(s): RE17/00931/CON</p> <p>Electoral Division(s): Redhill West and Meadvale, 13887</p>
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This plan is for indicative purposes only



 <p>GRID NORTH</p>	<p>Ref No: SCC REF 2017/0065</p> <p>Date printed: 19/06/2017</p>	 <p style="text-align: right;">Metres</p>	<p>Scale 1:2,950</p>
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2012-13 Aerial Photos

Aerial 1 : St Bedes School, Redhill



2012-13 Aerial Photos

Aerial 2 : St Bedes School, Redhill

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2012-13 Aerial Photos

Aerial 3 : St Bedes School, Redhill



All boundaries are approximate

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TO: PLANNING & REGULATORY COMMITTEE **DATE:** July 2017
BY: PLANNING DEVELOPMENT TEAM MANAGER
DISTRICT(S) RUNNYMEDE BOROUGH COUNCIL **ELECTORAL DIVISION(S):**
Egham
Mrs Lay

PURPOSE: FOR DECISION **GRID REF:** 502676 171103

TITLE: THE HYTHE SCHOOL, THORPE ROAD, EGHAM, SURREY TW18 3HD
SCC PROPOSAL RU.17/0049

SUMMARY REPORT

The Hythe School, Thorpe Road, Egham, Surrey TW18 3HD

The erection of a single storey building to provide 6 classrooms and associated works including the creation of a raised link canopy, external access steps and ramp and new pedestrian access from the north west of the site, in order to facilitate Phase 2 of the expansion from a 1FE to a 2FE Primary School.

The current proposal is for the construction of a single storey building to the immediate north west of the main school building which would provide six additional classrooms. The proposal would facilitate the expansion of the school to a 2 Form Entry (FE) primary school with a maximum of 420 pupils. The building would measure a width of 19.6m, a depth of 34m and a maximum height of 5.2m and would have a flat roof with coloured cladding to the elevations.

In this case the main issues are; whether the development is acceptable in terms of flood risk; whether the highways works, parking and traffic generated by the proposal are acceptable in terms of highway safety and impacts on the amenity of neighbours; whether there would be any other adverse impacts on residential amenity; whether the design of the development meets the required standard; the impact on the existing playing field; the risk of harm to archaeological resources and any arboricultural impacts will also be given full consideration.

Six letters of representation have been received mostly in regard to the highways issues associated with the proposed expansion in particular the impact on the residents within the cul-de-sac part of Wendover Road.

The proposal would integrate within the surrounding area and the impact on the street scene has been reduced through the design and location of the building and the use of materials. Officers consider that there would not be an adverse impact on residential amenity in terms of loss of light or overbearance. The highways implications can be controlled by conditions and are not considered to prejudice highway safety. In terms of flood risk officers consider that that the applicant has demonstrated a need for school places in the locality and that there are no reasonably available alternative sites for the additional school places. It has been successfully demonstrated that there would be sustainability benefits in terms of providing school places in close proximity to the communities they are intended to serve. The applicant has also demonstrated satisfactorily that there would be safe access and egress and that the development would not increase flood risk elsewhere.

Officers consider that there would be a limited loss of the playing field however no usable pitches would be adversely impacted by the development and the school would still benefit from a large playing field. The proposal would not cause adverse impacts in terms of trees loss given the proposed re-planting and there would be no archaeological impacts. Therefore, officers recommend that planning permission should be granted.

The recommendation is subject to referral to the Secretary of State as a Departure, to PERMIT subject to conditions.

APPLICATION DETAILS

Applicant

SCC Property

Date application valid

15 December 2016

Period for Determination

9 February 2017

Amending Documents

School Travel Plan Monitoring Report dated 11/10/2016
 Flood Risk Management Plan dated February 2017
 Flood Risk Assessment dated December 2016
 Sequential and Exception Test Report dated May 2017
 An Archaeological Trial Trench Evaluation dated February 2017
 Tree Planting Plan TP-02 Rev A dated 28.03.17
 DWG No: A-125 Rev B, Proposed Elevations dated 22.05.17
 DWG No: A-126 Rev B, Proposed Elevations dated 22.05.17
 DWG No: A-127 Rev A, Elevational Section dated 05.04.17
 Updated Construction traffic Management Plan received 21.06.17

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Principle and Need	Yes	18 -25
Flooding	Yes	26 – 47
Transportation Considerations	Yes	48 – 65
Loss of Playing Field	Yes	66 – 72
Design and Visual Amenity	Yes	73 – 78
Residential Amenity	Yes	79 – 84
Trees	Yes	85 – 86
Archaeological Impacts	Yes	87 - 89

ILLUSTRATIVE MATERIAL

Site Plan

Plan 1, 2 etc

Aerial Photographs

Aerial 1,2 etc

Site Photographs

Figure 1: View of the location of the proposed development facing south east

Figure 2: View of part the location of the proposed development facing south west

Figure 3: View of the proposed trees to be removed, school playing field and temporary construction access facing north west

Figure 4: View of school playing field with temporary construction access to the far western corner

Figure 5: View of location of the proposed development facing south

Figure 6: View of location of the proposed development facing south west

BACKGROUND

Site Description

1. The Hythe Primary School is a 210 place school catering for pupils aged 4 to 11 years old which currently has a bulge of 60 pupils therefore currently totalling 270 pupils. The school is situated in the urban area of Egham Hythe, about half a mile southwest of Staines town centre on the opposite side of the River Thames. The site has a relatively narrow frontage on Thorpe Road (the B3376) but the site extends back a significant distance to adjacent residential properties. Other residences adjoin the site along the northern boundary, including Old School Mews, which is contained primarily in an extensive Victorian building fronting onto Thorpe Road. To the south, and also on Thorpe Road, is The Hythe Social Centre, with playing fields behind it. Further back from the road is the Catholic Church of St John of Rochester. The entire site is in Flood Zone 3 (high risk). St Paul's C of E Church is located across the road from the school, with the Magna Carta School, a large secondary school, adjoining the Church on the south. Wendover Road runs along the north eastern and north western boundary of the site.
2. The school buildings are close to Thorpe Road, the main ones dating from the 1960s. These are a combination of single and two storeys and feature pitched roofs, essentially buff coloured brickwork and predominantly pitched roofs with concrete tiles. Other buildings on the site include an M unit, a sports pavilion, a modular building used by school clubs and a Victorian building (with buff brickwork and pitched clay tile roofs) that contains a Children's Centre, a nursery and the Special Educational Needs element of the school. There are extensive playing fields in the western part of the site, with trees along most of the boundaries of the playing fields. Other trees are found along the south site boundary adjacent to the main buildings, with a few trees also to the north of these buildings and in front of them close to Thorpe Road.

Planning History

- 3.

RU.15/0913	Construction of hard play area incorporating netball court with 3m high welded mesh ball catch fence along one side. Permitted August 2015
RU.14/1427	Phase 1 of expansion from a 1FE (210 place) to a 2FE (420 place) primary school, the development comprising a two classroom extension with ramped access and installation of adjacent hardstanding. Permitted May 2015.
RU.11/0016	Erection of 3 shade sails (permitted by Runnymede Borough Council in February 2011)
RU.10/1115	Erection of glazed canopy at the rear of the nursery (permitted by Runnymede Borough Council in January 2011)
RU04/0842	Details of Method of Construction Statement pursuant to Condition 4, details of hard and soft landscaping pursuant to Condition 6 and details of walls and fences pursuant to Condition 9 of planning permission ref. RU03/1385 dated 16 February 2004 (approved in September 2004)
RU03/1385	Alterations to the main school access off Thorpe Road and changes to parking arrangements within the school site (permitted in February 2004)
RU02/0005	Single storey extensions to provide two new classrooms, a link corridor and a new office, as well as new hard and soft play areas (permitted in July 2002)
RU00/0253	Construction of a single storey extension for use as a library, construction of a link corridor with office and teaching accommodation, construction of a new entrance beneath the existing entrance porch canopy. Erection of glazed lean-to, construction of a surfaced play area and construction of a new pedestrian access (permitted in November 2000).

THE PROPOSAL

4. The current proposal is for a single storey classroom block comprising of 6 classrooms, group room, w/c's and hygiene room. It is proposed to create a decked covered link from the proposed block to the existing school building as well as steps, ramp and an accessible platform lift. The building would be located to the immediate rear (north west) of the main school building.
5. The building would measure a width of 19.6m, a depth of 34m and a maximum height of 5.2m incorporating voids beneath the building. The block would have a flat roof and would be clad with coloured panels. It is also proposed to create a new pedestrian access from the rear of the school site from Wendover Road.
6. This development is Phase 2 to a previously permitted application for Phase 1 (ref: RU.14/1427 permitted 7th May 2014) which would facilitate the permanent expansion from a 1FE (210 place) to a 2FE (420 place) primary school.

CONSULTATIONS AND PUBLICITY

District Council

- | | |
|------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 7. Runnymede Borough Council | No objection, advise that applicant doesn't appear to have addressed the requirements of the NPPF in that it would introduce a 'more vulnerable' development within flood zone 3B. |
|------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Consultees (Statutory and Non-Statutory)

- | | |
|-----------------------------------------|-----------------------------------------------------------------|
| 8. County Arboriculturalist | No objection subject to conditions |
| 9. The Environment Agency South East | Object to the principle of the development within Flood Zone 3B |
| 10. Transportation Development Planning | No objection subject to conditions |
| 11. Archaeological Officer | No objection |
| 12. Sport England | Object due to loss of playing field |

Parish/Town Council and Amenity Groups

13. N/A

Summary of publicity undertaken and key issues raised by public

14. The application was publicised by the posting of 2 site notices. A total of 286 owner/occupiers of neighbouring properties were directly notified by letter. To date 6 letter of representation have been received raising the following objections:
- Concerned will lose access to disabled parking space
 - Last building works at the school damaged a footpath and a sign and has never been repaired
 - Need to ensure damage done to the neighbourhood is fixed before works completed
 - Concerned about amount of traffic will create in an already busy area
 - Large increase in traffic and parking issues
 - Wonder how parents will park cars and drop children at school without causing access issues for residents
 - Wonder how construction vehicles will impact on traffic
 - How will this be managed and what safety measures are in place for children to be dropped at school
 - Serious concerns regarding the access from the cul-de-sac in Wendover Road and the volume of cars using this cul-de-sac during peak periods, impeding access to homes, garages, emergency vehicles, deliveries and service vehicles, access for residents
 - Parking restrictions proposed in the cul-de-sac of Wendover Road, have the residents be notified of this and where will the disabled space be moved to
 - The need to remove the street sign suggests large lorries will be used, believe this route to be dangerous for this type of transport
 - More vehicles will be displaced due to the parking restrictions and cause further congestion on Wendover Road and Thorpe Road
 - It is proposed to remove a section of hedge in the cul-de-sac and hope this will allow deliveries to drive directly into the school site, the gate access Hythe Park is well used and contract with public is a very high risk
 - Cannot see any commitment to restore to original condition including putting back road signs, fixing damaged footpaths and replacing the grass and removed bushes at site entrance.

- Suggest the cul-de-sac is restricted entry for pedestrians, residents and service vehicles only and is marked out with residents bays
- Place the school gate on the existing site entrance
- Only four houses in cul-de-sac and concerned will become a public thoroughfare, already litter and disturbance
- Entrance to close is very narrow and already experienced problems with the phase 1 development
- Parking is limited and concerned that added vehicles would make the situation worse
- Propose cul-de-sac is a non-parking area with clear boundary marked and dropped kerb so that residents can park without being restricted
- Suggest removal of unnecessary shrub
- Suggest double yellow lines or red route along entrance to cul-de-sac
- Concern regarding access for emergency vehicles entering the cul-de-sac at peak hours
- Availability for parking in cul-de-sac is limited and this will make matters worse, potentially resulting in residents children being late for school if they cannot exit and will not be able to park when return home
- Would like cul-de-sac to be converted to residence only parking area and dropped kerbs in front of houses

PLANNING CONSIDERATIONS

Introduction

15. The guidance on the determination of planning applications contained in the Preamble/Agenda frontsheet is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
16. In this case the statutory development plan for consideration of the application consists of the Runnymede Borough Local Plan Second Alteration 2001.
17. In assessing the application against development plan policy it will be necessary to determine whether the proposed measures for mitigating any environmental impact of the development are satisfactory. In this case the main planning considerations are: the impact on design and visual amenity, impact on residential amenity, transportation considerations, flood risk, loss of playing field, impact on trees and archaeology.

PRINCIPLE AND NEED FOR THE DEVELOPMENT

No relevant Development Plan policy

18. The NPPF highlights that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. It continues by stating that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. It states that local planning authorities should *inter alia* give great weight to the need to create, expand or alter schools
19. The current proposal is to expand The Hythe Primary School from a 1 Form Entry (FE) Primary School with a Published Admission Number (PAN) of 30 (total capacity of 210 pupils), to a 2FE Primary School with a PAN of 60 (total capacity of 420 pupils).
20. The Local Authority has a statutory duty to ensure that there are sufficient school places in Surrey. Demand for school places has increased significantly in Runnymede in recent years. Expansions have been completed at a number of primary schools in Runnymede including Darley Dene Infant School, Trumps Green Infant School, St Ann's Heath Junior

School and Thorpe Church of England Infant School. The Hythe Primary School has admitted 60 children into its Reception Year from September 2014.

21. There are a number of different factors that can affect the demand for school places in an area. The most important is the birth and fertility rates in an area. Based on figures provided by the Office for National Statistics, births in Runnymede dipped from 1996 to a low point in 2001 at 814. Births then rose a little before flattening out until 2005. Births have risen since 2006 to just under a 1000 and are currently 18% above 2001 levels. It should be noted that the recent increases in applications are unlikely to be the result of the number of births alone. There are other factors such as additional pupils from housing growth, inward and outward migration, parental preferences and the changing percentage of parents applying for independent or private provision - all of which can affect the number of applications in any given year making application yields difficult to model.

Chart 1 – Births in Runnymede (ONS)

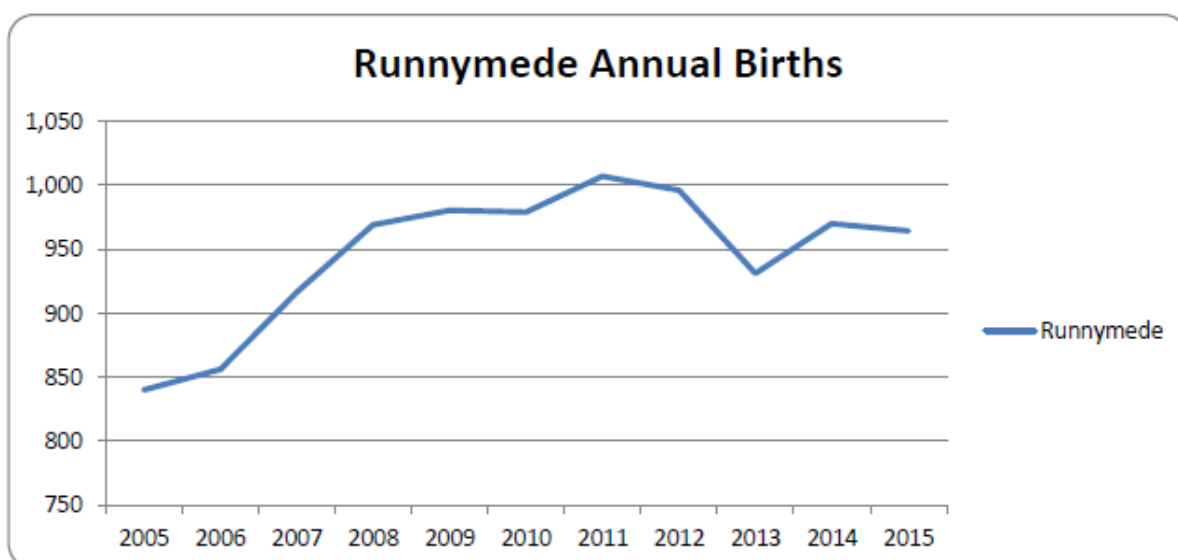


Table 1 below shows the demand profile the Local Authority is working to in Runnymede.

Academic Year	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	KS1 Yrs R-2	KS2 Yrs 3-6	Total Yrs R-6
2017-18	832	943	847	867	861	828	802	2,622	3,358	5,980
2018-19	822	832	943	845	868	863	828	2,597	3,404	6,001
2019-20	860	815	824	931	840	863	858	2,499	3,492	5,991
2020-21	889	858	812	821	930	839	861	2,559	3,451	6,010
2021-22	906	891	859	813	823	932	841	2,656	3,409	6,065
2022-23	912	908	892	858	815	825	933	2,712	3,431	6,143
2023-24	928	914	909	890	860	817	827	2,751	3,394	6,145
2024-25	940	930	915	907	892	863	819	2,785	3,481	6,266
2025-26	945	943	932	913	910	895	865	2,820	3,583	6,403

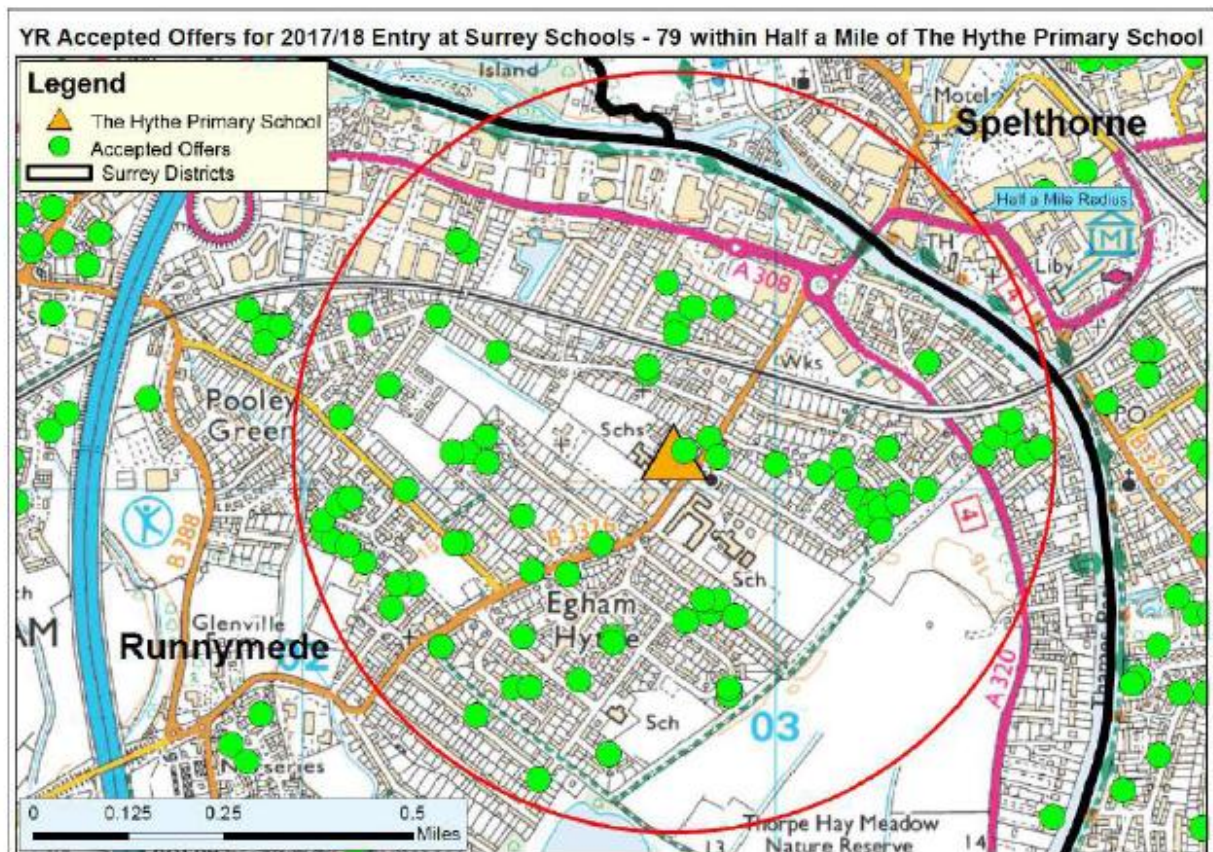
22. The need for places is not uniform across the Borough. The Local Authority projects the need for school places based on planning areas. The Hythe Primary School is in the Egham and Thorpe Planning Area and Table 2 below provides the same information as above but is the projection for Egham and Thorpe planning area. The planning area has a combined reception capacity of 120. The forecast profile indicated a shortage of primary places in the planning area from 2014. Given that there should be a small

degree of spare places to allow for in year or late applications, the Local Authority provided an additional class at the Hythe from 2014 and has done so in subsequent years ahead of permanent expansion.

Table 2 – 2017 Primary projection for the Egham and Hythe planning area

Academic Year	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	KS1 Infant Yrs R-2	KS2 Junior Yrs 3-6	Total Yrs R-6
2013-14	120	120	118	115	116	116	119	358	466	824
2014-15	142	120	117	121	117	121	121	379	480	859
2015-16	138	145	118	117	123	110	113	401	463	864
2016-17	164	140	146	121	118	124	111	450	474	924
2017-18	141	166	141	148	123	120	126	448	517	965
2018-19	138	143	168	142	149	123	120	449	534	983
2019-20	152	138	143	168	143	149	124	433	584	1,017
2020-21	159	152	139	144	168	143	150	450	605	1,055
2021-22	164	160	153	140	144	169	144	477	597	1,074
2022-23	167	164	161	153	140	145	169	492	607	1,099
2023-24	172	168	165	161	154	141	145	505	601	1,106
2024-25	175	172	168	165	162	154	141	515	622	1,137
2025-26	178	176	172	168	165	162	155	526	650	1,176

23. The Hythe is a popular primary school consistently receiving more than 30 first preference applications (2014: 42, 2015: 52, 2016: 50 and 2017: 50). Whilst first preferences are important, the Local Authority is mindful that popularity can be transient and that additional provision, where possible, should be located as local to the demand as possible. Surrey County Council believes that local schools should serve their local communities. The maps below indicate where pupils live in the area and their proximity to The Hythe Primary School.



24. The Hythe is in good proximity to the pupil population. In 2017 there were 79 pupils living within half a mile of the school against an available 30 places.
25. Given the above, the applicant has demonstrated that there is a clear need for additional school places at The Hythe Primary School and as such the principle of the development is accepted.

FLOODING AND DRAINAGE

Runnymede Borough Local Plan Second Alteration 2001

Policy SV2 – Flooding

26. Local Plan Policy SV2 resists new residential and non-residential development, including extensions, in areas identified as being liable to flood unless it is demonstrated that the development does not impede the flow of flood water, reduce the capacity of the flood plain to store flood water or increase the number of people or properties at risk of flooding.
27. The National Planning Policy Framework (NPPF) seeks to steer new development to areas with the lowest probability of flooding (the ‘sequential approach’). The NPPF and the associated National Planning Practice Guidance (NPPG) classifies land in terms of whether it is at low, medium or high risk of flooding. Flood zone 3 (high risk) is further subdivided between zones 3a and 3b. Zone 3a is the area which has a higher than 1 in 100 year probability of flooding. Zone 3b, the highest risk, is the functional floodplain. It is the area which has a 5% annual probability (i.e. a 1 in 20 year) of flooding. This is ‘the area where water *has* to flow or be stored in times of flood’.
28. The NPPF also classifies developments in terms of their vulnerability. According to table 2 of the NPPG, school development type is classified as ‘more vulnerable’ development. Flood risk table 3 of the NPPG combines flood risk and vulnerability to give guidance on whether development is appropriate in particular circumstances.
29. Flood risk maps show that nearly all of The Hythe school site lies within flood zone 3, along with extensive parts of the surrounding area in the settlements of Egham Hythe and Staines. A very small part adjoining Thorpe Road lies within Zone 2. The Flood Risk Assessment submitted with the application uses the EA’s detailed hydraulic modelling, its Thames Lower reach 3 (2009) flood modelling and a comparison between the flood levels and the submitted site specific topographical survey to classify the site between Zones 3a and 3b. Approximately half the site, including the existing school buildings, is in Zone 3a. The remainder of the site is within Zone 3b. The proposed classroom building lies at the boundary between zones 3a and 3b. Approximately one third would lie within zone 3a and two thirds in Zone 3b

Table 3 of the NPPG flood risk guidance shows that ‘more vulnerable’ development in Zone 3b should not be permitted, while in Zone 3a it should be permitted only if the ‘Exception Test’ is satisfied, that the development provides wider sustainability benefits to the community that outweigh flood risk
30. The EA’s response to the application is line with NPPF/ NPPG. They raise an ‘in principle’ objection to the proposal and recommend refusal of planning permission on the grounds that the development would not be compatible within flood zone 3b. However they advise that, if despite the above policy objection, the Planning Authority consider that wider sustainability objectives outweigh flood risk then they should satisfy themselves that the sequential test has been passed. Failure of the sequential test is in itself a reason for refusing planning permission.

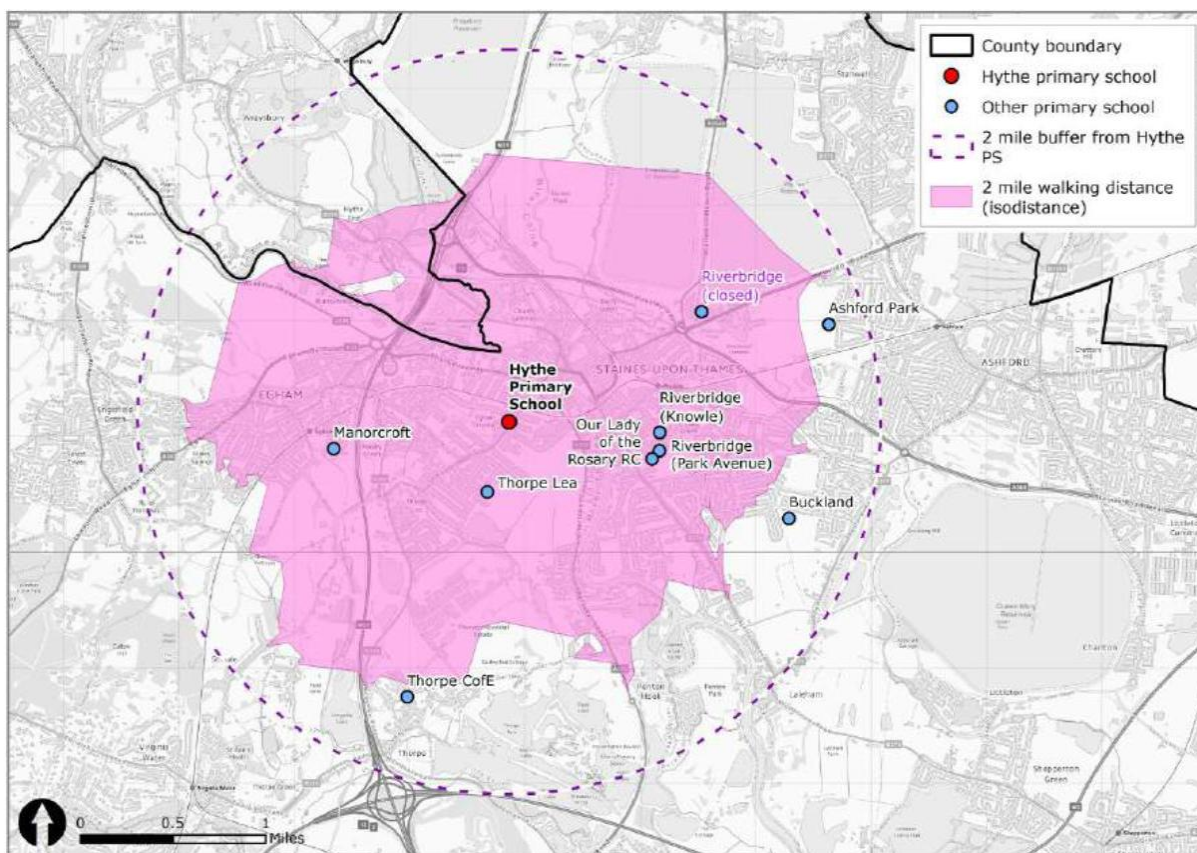
31. The Sequential Test ensures that a sequential approach is followed to steer new development to areas with the lowest probability of flooding. The aim is to steer new development to Flood Zone 1 (areas with a low probability of river or sea flooding). Where there are no reasonably available sites in Flood Zone 1, planning authorities in their decision making should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2 (areas with a medium probability of river or sea flooding), applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 (areas with a high probability of river or sea flooding) be considered, taking into account the flood risk vulnerability of land uses and applying the Exception Test if required. Within each flood zone, surface water and other sources of flooding also need to be taken into account in applying the sequential approach to the location of development.
32. If the sequential test shows that it is not possible to use an alternative site then the exception test will also need to be met. The Exception Test, as set out in paragraph 102 of the Framework, is a method to demonstrate and help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available. Essentially, the 2 parts to the Test require proposed development to show that it will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.

Sequential Test

33. The Hythe Primary School is located in Flood Zone 3. Approximately half of the school site is located within Flood Zone 3a, including the existing school and around one third of the proposed new building. The remainder of the site is within Zone 3b. The proposal is also considered to be a 'More Vulnerable' use within the flood zone as it is a school.
34. Planning Practice Guidance, paragraph 33 provides guidance on how the Sequential Test should be applied to planning applications. The Guidance states that 'the area to apply the Sequential Test across will be defined by local circumstances relating to the catchment area for the type of development proposed. For some development this may be clear, for example, the catchment area for a school'. The majority of this part of Surrey is located within either Flood Zone 2 or 3 and as such there is a very limited area of land available within the area that would not be at risk from flooding. While some areas beyond the catchment area may not be affected by flood risk, PPG paragraph 33 also acknowledges that 'where there are large areas in Flood Zone 2 and 3 and development is needed in those areas to sustain the existing community, sites outside them are unlikely to provide reasonable alternatives'.
35. The applicant has submitted a detailed assessment of alternative sites for the purposes of applying the sequential test. This is based on all existing schools within a two mile 'on the ground' walking distance of The Hythe, taking account of the shape of the local road network and in particular of other barriers to direct routes such as the river Thames. Some consideration has also been given to less accessible school sites which are within a two mile distance 'as the crow flies'. Officers are satisfied that this is an appropriate search area for reasonably available alternative sites
36. The eight alternative schools that have been identified and assessed within the two mile radius are:
- Thorpe Lea Primary School
 - Manorcroft Primary School

- Thorpe CofE Primary School
- Riverbridge Primary School (two sites)
- Our Lady of the Rosary RC Primary School
- Buckland Primary School
- Ashford Park Primary School
- Riverbridge Primary School (third site). This site closed in 2014 and was retained by Surrey County Council for future educational use with the intention being to convert it into a pupil referral unit supporting Spelthorne students. The site is not therefore available for primary school provision, and for this reason it has not been assessed further.

Alternative school locations, two mile radius



37. A detailed assessment of each of the school sites, including the Hythe Primary School, has been undertaken in order to compare the sites in both a planning and non-planning context. The assessment has comprised of two stages:

Stage one – an assessment of the non-planning reasons for discounting any sites, including: whether the site falls within the actual two mile walking distance of Hythe Primary School (based on the isodistance map); whether the school has a selective admissions process; space constraints on the school sites - this has been assessed using site plans for each school and superimposing the footprint of the expansion proposed at Hythe Primary School; where schools are not ruled out on the grounds of walking distance, selective admission policy or being in a flood zone no better than Hythe (see Stage 2 below), the impact on outdoor play space was considered in more detail. This relates to four schools: Hythe, Thorpe C of E, Manorcroft and Riverbridge. This exercise assessed whether the loss of outdoor playing space as a result of the expansion (both playing field and hard play area) means that the school would no longer

be able to provide the required amount of hard and soft play area for primary age children as set out in the Education Funding Agency Building Bulletin 103, 'Area Guidelines for Mainstream Schools' (BB103).

This analysis has been undertaken using site plans for the schools, which show the total areas of hard and soft play, as well as pupil numbers and the play areas required. The basic area required for primary children based on current and future pupil numbers (if the school were to be expanded and the actual area provided by the school currently. The area of outdoor play space that would be provided with the proposed expansion (i.e. the current area minus 480 m² for the new building footprint). This was compared with the required play area to identify whether this can be accommodated on each site, or whether a deficit would result.

Stage two – this sets out a comparative assessment of the planning merits of each site, and considers: Flood Zone, Green Belt, Conservation Areas, vicinity of listed buildings, residential overlooking and whether the school lies in a densely populated area, ease of access (including vehicle access as well as pedestrian access, access by public transport, parking etc.), The scale of loss of playing field and/or hard surfaced play area, any other planning constraints which became apparent during the assessment were also considered.

38. The findings for each school are set out within the Sequential Test document and a matrix was then compiled giving each school a red, green or amber rating for each of the above criteria. If a site falls within the Green Belt it will have received a red mark, if it does not then it will have received a green mark, similarly for Conservation Areas etc.

	Recently expanded	Available space	Impact on external play areas	Selective school	SEN provision	2 mile isodistance of Hythe	Flood Zone	Green Belt	Conservation Area	Listed buildings	Overlooking	Vehicle Access	Pedestrian Access	Public Transport Access	Loss of playing field
Hythe Primary School	Green	Yellow	Green	Green	Green	Green	Red	Green	Green	Yellow	Green	Green	Green	Green	Yellow
Thorpe Lea Primary School	Green	Red	White	Green	Red	Green	Red	Green	Green	Green	Green	Yellow	Yellow	Yellow	Red
Manorcroft Primary School	Green	Red	Red	Green	Red	Green	Yellow	Red	Green	Green	Yellow	Yellow	Yellow	Green	Red
Thorpe CofE Primary School	Red	Red	Red	Yellow	Red	Red	Green	Red	Yellow	Green	Yellow	Yellow	Green	Yellow	Red
Riverbridge Primary School (Knowle Green site)	Green	Red	Red	Green	Red	Green	Yellow	Green	Green	Yellow	Green	Yellow	Green	Green	Red
Riverbridge Primary School (Park Avenue site)	Red	Red	Red	Green	Red	Green	Green	Green	Green	Green	Yellow	Yellow	Green	Green	Red
Our Lady of the Rosary Primary School	Green	Red	White	Red	Red	Green	Green	Green	Green	Green	Yellow	Yellow	Green	Green	Red
Buckland Primary School	Green	Yellow	White	Green	Red	Red	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow
Ashford Park Primary School	Red	Yellow	White	Green	Green	Red	Green	Red	Green	Green	Yellow	Green	Yellow	Green	Yellow

39. Of the eight alternative sites there needs to be sufficient space to accommodate the required expansion without compromising other operational elements of the school, such as the loss of playing fields. This rules out the following schools, if the guidelines for school buildings and external spaces set out in BB103 are followed:

Thorpe Lea Primary School.
Manorcroft Primary School.
Thorpe CofE Primary School.
Riverbridge Primary School (Knowle Green site).
Riverbridge Primary School (Park Avenue site).
Our Lady of the Rosary Primary School.

40. It is evident that there are other reasons why some of these schools would also not be suitable, notably the absence of SEN provision; and the fact that some have recently been expanded or do not present any benefits over Hythe in terms of flood risk. This leaves Hythe Primary School, Buckland Primary School (which also does not have SEN provision) and Ashford Park Primary School as those capable of accommodating the expansion. Buckland and Ashford Park are beyond the actual two mile walking distance based on the isodistance analysis. Ashford has also recently been expanded and is entirely within the Green Belt. Therefore conclude that there are no reasonable alternatives to Hythe Primary School to accommodate the required expansion.
41. The sequential test also requires that the availability of parts of the site of The Hythe School itself which are at lower flood risk is considered. In regard to alternative locations within the Hythe School site, the northern part of the school site is located within flood zone 3a and the remainder within flood zone 3b. There are two possible alternative options within flood zone 3a which could accommodate the proposed building, Area A located within the central courtyard and Area B located on the site of the existing Netball Court (see extract of plan below):



42. Area A was discounted due to the restricted amount of space which would reduce and divide the hard play and internal courtyard, disconnecting areas from the main school building, would result in little space between the adjacent buildings and would make access much harder. Area B was discounted due to the remoteness from the main school building, the orientation of the building to avoid Flood Zone 3b would not be in keeping with surrounding context and existing building lines/orientations, the proposed building would still need to address the associated implications of being within a flood zone therefore would need to be raised above the existing ground level. Unlike the finalised proposal, which does not overlook any adjacent properties, the siting of the building and it's raised position in this location would potentially create considerable overlooking to the nearby residents, Area B is also sited on the existing Netball court, which would need to be provided elsewhere which would result in further encroachment onto the playing field.
43. Officers consider that in order to provide the required space for the school, the application site is materially the best choice and that the alternatives are significantly worse than the current proposal and it would not be possible to locate this building in a lower flood zone.

Exception Test

44. Paragraph 102 of the NPPF states that 'if, following the application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the

development to be located in zones with a lower probability of flooding the Exception Test can be applied if appropriate'. The results of the Sequential test have demonstrated that it is not possible for the development to be located in any zones with a lower probability of flooding. Therefore the Exception Test has been applied. The requirement of the Exception Test is to show that the proposed development will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall. This is on the basis that part of the site is within Flood Zone 3a.

45. The applicant suggests the following wider sustainability objectives:

- The provision of urgently needed primary school places in the Staines area, and in particular within 0.5 miles of Hythe Primary School, as demonstrated in the need argument in paragraphs 18-25. Demand for primary school places is such that all spare places have been filled and there exists a clear need for additional primary school places within the planning area equivalent to at least one form of entry per year. The proposed development would provide a one form of entry expansion and would therefore act to serve some of the need. The reason for the development by its very nature therefore is considered to provide wider sustainability benefits to the community which are considered to outweigh flood risk.
- There are no other significant planning or environmental constraints on the proposed expansion. For example, unlike some of the other school options described in the Sequential Test, the school is not located within the Green Belt, or in or on the edge of a Conservation Area and, when compared to other possible school sites would not result in the loss of a large amount of playing field.
- In addition to the above, it also is considered that an expansion at Hythe Primary school would also have an environmental and sustainability benefit in terms of transport. As there is a large need for school places within 0.5 miles of Hythe Primary School, providing the additional school places here would mean that these pupils would easily be able to walk to school and therefore would not rely on being driven, reducing the number of car trips the school generates and the congestion and demand for parking in the area. If the expansion were to be located further from the need then more car trips would be generated as the pupils would need to rely on lifts.

46. The second element of the Exception Test requires the applicant to demonstrate that the development will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall. The Flood Risk Assessment (FRA), submitted as part of this application, demonstrates that the proposed design of the new classrooms at Hythe Primary School will be safe for their lifetime, taking specific account of its use as a primary school in accordance with the Environment Agency's 'Thames Guidance Statement for Safe Access / Egress' and 'Thames Area Climate Change Allowances: Guidance for their use in Flood Risk Assessments'. The document concludes that flood risk will not be increased elsewhere and where possible will reduce flood risk overall.

47. As amended, the detailed design of the building proposes a finished floor level of 15.825AOD (Above Ordnance Datum). The floodplain level is 15.525AOD therefore the new building would be set 0.3m above the floodplain level. The floor level for the existing school building is 14.98AOD. There is also a requirement for there to be clear voids beneath the building to enable the passage of flood water beneath in a flood event. This area would be kept free from debris to ensure a free passage of water by covering the void with grates. With this design there would be no loss of flood storage capacity or impedance to flood water flows which would increase the risk of flooding elsewhere. As a result of amendments made, the EA has withdrawn an earlier objection to the proposal on those grounds

48. In accordance with paragraphs 101 to 104 of the National Planning Policy Framework (NPPF), you must ensure that the 'development is appropriately flood resilient and resistant, including safe access and escape routes where required...' (NPPF paragraph 103). Within the application documents the applicant should clearly demonstrate that a satisfactory route of safe access and egress is achievable and it is for the Planning Authority to assess whether this is acceptable. The EA provided their guidance note on safe access and egress to assist in our assessment. The applicant submitted a Flood Risk Management Plan in order to fulfil the EA's requirement. This sets out the proposed procedures should there be a flooding incident including the warning arrangements, flood warning codes, action to be taken on receipt of flood warnings, preparation for a flood event and action checklist, evacuation and safe refuge, return and recovery and awareness and review. The document also includes routes to dry land. The Emergency Planning Team at Runnymede Borough Council was consulted on the proposed document and advises that it is acceptable.

Conclusion on Flooding

49. This is a development which because of its location partially within flood risk Zone 3b would not normally be permitted, as evidenced by the Environment Agency maintaining its 'in principle' objection. If planning permission is granted Members should be satisfied that the development otherwise meets the prescribed requirements with regard to sustainability objectives, the Sequential Test and the exception test. Officers have carefully considered the evidence and arguments put forward by the applicant. Officers accept that there is a demonstrable need within the locality for additional school places and that this constitutes a sustainability benefit. Officers are further satisfied that the sequential test is met both in terms of the provision of those additional school places at The Hythe rather than other schools, and on the proposed site within the Hythe school boundary. Finally, officers consider that the Exception Test is met with regard to the provision of wider sustainability benefits in terms of need in the absence of other significant planning and environmental constraints, and secondly that flood risk would not be increased and otherwise reduced within the site.

TRANSPORTATION CONSIDERATIONS

National Planning Policy Framework (NPPF) 2012

Chapter 4 – Promoting Sustainable Transport

Runnymede Borough Local Plan Second Alteration 2001

Policy MV4 – Access and Circulation Arrangements

Policy MV9 – Parking Standards

50. Local Plan Policy MV4 seeks to ensure that development proposals provide for access and circulation appropriate to the type of development proposed and the area in which it is located so as not to aggravate congestion, accident potential or environmental or amenity considerations. Policy MV9 requires development to comply with relevant parking standards. Paragraph 72 of the NPPF states that planning authorities should give great weight to the need to create, expand or alter schools. Paragraph 33 of the NPPF states that developments should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

51. The planning application was supported by a Transport Assessment, School Travel Plan, School Travel Plan Monitoring Report, Construction Traffic Management Plan and Haulier Survey.

52. Phase 1 of the expansion was supported by a Transport Assessment which addressed both Phase 1 and Phase 2 of this expansion. This Transport Assessment indicated that

the full expansion of Phase 1 plus Phase 2 would put considerable strain on on-street parking at school pick-up time and the Highway Authority's formal response indicated that this would need to be addressed in the Phase 2 submission. In the event, the Phase 2 application is not supported by this original Transport Assessment but by a subsequent Transport Assessment which makes different assumptions, and therefore draws different conclusions, from the original one. It is the view of the County Highway Authority (CHA) that whilst the original Transport Assessment was based on a worst case scenario, the one submitted with this application is very much more optimistic, making a number of assumptions and using the data that best suits this narrative. In view of information included within the Travel Plan, however, the CHA considers that this may be overly optimistic and may not demonstrate the full potential impact of the proposal. The CHA has therefore drawn information from both Transport Assessments and the Travel Plan in order to robustly assess this information.

53. The application under consideration will result in an additional 210 children, in addition to the 270 already at the school. The Transport Assessment, based on data from 2013/2014, indicates that 74% of children live within a kilometre/15 minute walk of the school. Information in the Travel Plan however, based on 2016 data, indicates that this has reduced to 49%. Where the majority of children previously lived within walking distance of the school, this may no longer be the case. The Transport Assessment has based the pupil travel mode share on 2013 data taken from the previous Phase 1 Transport Assessment. This was because the survey on which it was based has a response rate of 98% of pupils. The 2016 survey had only a 55% response rate and is therefore less reliable. Whilst this is acknowledged, given the shift in home postcodes and distance from the school, the 2013 data cannot be a reliable indicator of future mode of travel.
54. The 2013 survey showed a car mode share of only 34% but the 2016 survey showed that this had increased to 43.5%. Conversely, the number of children travelling on foot, scooter or bicycle had reduced from 64% to 53%. Although there is some question over reliability of the data given the sample size, these changes in mode share do appear to correlate with the change in postcode distances to school. The October 2016 travel survey included in the Travel Plan monitoring report further complicates matters by having a 33% car mode share. This does demonstrate that mode share is not static and does fluctuate and therefore it is important to consider the worst case scenario. Applying both of the mode shares to the extra 210 children post-phase 2 will result in a range of additional cars taking children to and from school of between 71 and 91. This takes no account of siblings or measures to reduce the number of children travelling to/from school by car.
55. The school is located on Thorpe Road and is very close to the Magna Carta secondary school which is on the opposite side of the road. Parking stress is exacerbated by this scenario. The Phase 1 Transport Assessment indicates that there are 263 legal spaces on the surrounding road network within 400m of the school, based on a 6m parking space which is the accepted length of a marked on-street parking bay. The current Transport Assessment has reduced the length of the parking spaces to 5.5m but this is considered acceptable as it more realistically represents parking on an unmarked highway. This would result in 279 legal spaces within the same area. In addition to this, however, the Transport Assessment has also included 145 additional parking spaces, 40 within the Hythe Medical Centre and 105 on roads not included in the Phase 1 Transport Assessment. When the Phase 1 application was considered, there was a representation made by the Manager of the medical centre about the behaviour of parents parking there.
56. The Travel Plan acknowledges that there have been problems in the past and that a 'verbal agreement' exists to use the car park. This is not a formal agreement and there is

no certainty that it will continue. Similarly, the additional roads are remote from the school. The provision of the proposed new pedestrian access to the school from Wendover Road will increase the accessibility of the site to the north and may encourage some parents to park further afield but this is by no means certain.

57. Taking only the 279 on-street parking spaces closest to the school, the most recent parking survey shows the number of available parking spaces fluctuate between 19 and 36 in the morning parking peak (08.00 and 09.00) and between 54 and 49 in the afternoon parking peak (14.45 to 15.45). Applying the higher car mode share of 43.5% could result in a worst case scenario of an additional 91 cars needing to park - clearly there is insufficient on-street capacity within 400m of the school. School related parking will occupy all that is available locally and it will therefore be necessary to rely on the spaces further afield and even more so on the 'verbal agreement' to use the Hythe Medical Centre car park. The Transport Assessment refers to it being 'crucial that a park and stride strategy is promoted to parents to ensure parking demand occurs where capacity is available', it further states that this will form part of the School Travel Plan. The travel plan submitted with the application does not refer to park and stride.
58. There will be an additional 14 members of staff associated with the expansion. On the basis of the 2016 travel survey staff modal split, 8 of these will drive. There is limited existing space for parking at the school and there is no capacity to provide any additional. There are 23 marked bays and parking for another 6 to 8 in unmarked areas within the school and these are already fully utilised. It is acknowledged that these additional staff will need to park on-street. This will further increase the parking stress in the wider area. The school currently has 30 cycle parking spaces and is proposing an additional 20, to make 50 in total. This cycle parking will also accommodate scooters.
59. The first draft of the Transport Assessment referred to both active management of parents at the school gate and in the Hythe Centre Car Park and staggering the start and finish times of the early years, Key Stage 1 and Key Stage 2 pupils. It also referred to holding discussions with the Magna Carta school to stagger start/finish times with them. Disappointingly, these measures have all been removed from the final version of the Transport Assessment with no indication of why. Also disappointing is the fact that the 22 suggested Travel Plan measures in the first draft of the Transport Assessment have been reduced to 12 in the final version.
60. Thorpe Park Road is traffic calmed and there are single yellow lines and pedestrian crossing zigzags preventing on-street parking on both sides of the road, along the Hythe Medical Centre, Hythe School and Magna Carta frontages. It is suggested in the Transport Assessment that this should be supplemented with 'school keep clear markings' along the western side of the road along the medical centre and Hythe School frontages in order to prevent parking or waiting at peak school times. This is unnecessary given the existence of the single yellow lines preventing waiting between 08.00 and 18.00. Drivers approaching the school on Thorpe Park Road from both directions are made aware that they are approaching an area of schools and traffic calming by prominent, yellow backed road signs. The County Council has clearly undertaken measures to reduce speeds, increase driver awareness and prevent parking. Neither of the schools currently has 'school keep clear' markings, it would be somewhat perverse in this environment to provide keep clear markings for one of the schools and the majority of the medical centre frontage, but not the other. The view of TDP officers is that these markings are unnecessary and it is not recommended that they be made a requirement of any planning permission.
61. Construction access is not possible from the front of the school. The temporary construction access constructed as part of Phase 1 onto and across the school playing fields from a residential cul-de-sac off Wendover Road to the rear of the school will be

reused. This is considered acceptable as it is currently well away from the access where children will enter and exit the school. The new pedestrian access from Wendover Road is proposed at this point so it is essential that this is not constructed until after the use of the construction access has ceased.

62. In view of the above, there is concern that additional parent parking will cause parking stress in the vicinity of the school and that the school will need to take measures to manage this and to encourage parents to park further afield and park and stride. It is considered necessary to investigate this given that the Travel Plan submitted with the application fails to do this and to make the proposal acceptable from a transportation perspective.
63. The Highway Authority consider that while the development has the potential to add to congestion around the school start and finish times, this does not amount to a severe residual or cumulative transport impact which is the appropriate test within the NPPF. There is scope to moderate the impact through a more robust travel plan and other measure proposed in the application.
64. The Highway Authority therefore recommended conditions relating to an updated Travel Plan to include park and stride as well as measures for the management of parent parking, requirement for construction via the rear of the site from Wendover Road and for the kerbs/verges/footways to be reinstated once construction ceases and for development to be carried out in accordance with the Construction Traffic Management Plan.
65. Concern has been raised by local residents in terms of the impacts on Wendover Road from the increase in traffic movements to the from the site and the associated problems with this as well as the use of the temporary access for construction vehicles and how this will impact upon residents particularly those within the cul-de-sac section of Wendover Road. A Construction Traffic Management Plan has been submitted which sets out the proposed pedestrian and vehicle separation, loading and off-loading of materials, public protection. Vehicle sizes and site/ local highway restrictions, safe driving, site set up plan and the delivery route for the proposed building. A condition is also recommended to ensure that this document is complied with. Officers consider that this should assist in reducing the impact on local residents in terms of construction. A condition is also recommended to ensure that any damage that may occur during construction are reinstated to their original condition.
66. The comments of residents in relation to the effects of drop-off and pick-up by car are acknowledged. The Highway Authority suggests conditions relating to the implementation of a School Travel Plan and an additional condition related to the permanent status of a pedestrian access on Wendover Road. School Travel Plans are 'live' documents which seek to address travel issues at Schools, including car use and behaviours of parents, through a range of measures and initiatives. The new pedestrian access to the School will assist in spreading demand for access to the School in the morning and afternoon, and as such will also relieve pressure on streets currently used for parking associated with drop-off and collection. It is expected that the implementation of the School Travel Plan in conjunction with the new pedestrian access will relieve issues experienced. The Transport Consultant advises that these are considered more effective than the implementation of parking controls and other parking management measures as they are aimed at addressing behaviours and redistributing demand for travel, access and parking.
67. Officers consider that whilst the increase in pupils at the site are acknowledged including increasing the traffic moments to and from the site, the suggested conditions in terms of an updated travel plan to include the provision for park and stride will assist in reducing

the impact in the locality. In addition the increase in traffic movements would be limited to certain times of the day. Officers therefore consider that the proposal would be acceptable and would accord with development plan policy in this regard.

LOSS OF PLAYING FIELD

No relevant Development Plan policy

68. Paragraph 73 of the NPPF states that access to high quality open spaces can make an important contribution to the health and well-being of communities. The adequacy of the physical environment created for school children is a material planning consideration. Planning policies do not contain standards for the provision of outdoor spaces at schools. Paragraph 74 states that playing fields should not be built on unless as assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements, the loss would be replaced by an equivalent or better provision or the development is for alternative sport and recreational provision.
69. The proposed classroom block would be located on an area of hard play and would encroach onto part of the playing field by 17m (including the path around the building) resulting in 357sqm of the playing field being lost as a result of the development. The remainder of the existing extensive playing field remains un-affected. There are no pitch markings within this part of the site.
70. Sport England was consulted on the application and raise objection to the proposal. They state that the proposed development would encroach on to the playing field area to the north west of the school. Sport England notes that encroachment onto the playing field has already occurred as a result of the development of a hard play area incorporating a netball court (app ref: RU2015/0030). Sport England objected to this proposal as it was not considered to meet any of their exceptions policies. Sport England considers that the proposed development will lead to further loss of playing field and increase the cumulative impact on the playing field from expansion of the school.
71. They advise that the proposal does not accord with Sport England policy which states that 'Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of all / part of a playing field unless one of the 5 exceptions applies:
- E1: An assessment has demonstrated that there is an excess of playing fields in the catchment and the site has no special significance for sport
 - E2: The Development is ancillary to the principal use of the playing field and does not affect the quantity/quality of pitches
 - E3: The Development only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch
 - E4: Playing field lost would be replaced with equivalent or better playing field in terms of quantity, quality and accessibility
 - E5: The proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of playing field'.
72. Sport England has considered the proposed development against the exceptions policies and considers that none apply. In particular, exception policy, E3, allows for development where it *only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch*. Sport England has assessed the application against this exception policy but considers it does not apply since the land would be capable of forming part of a playing pitch. As such Sport England objects to the application because it is not considered to accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 74 of the NPPF.

73. The entire playing field is approximately 1.5ha (15,000sqm). The proposed development combined with the previously approved netball court would measure approximately 0.14ha (1,150sqm for netball court and 357sqm for the proposed development on the playing field) which is 10% of the entire playing field. The application site is located on part of the playing field which is located adjacent to the existing hard play area and the existing school buildings. Furthermore part of the playing field lost as a result of the development is taken up by 5 silver birch trees. The remaining playing field would be unaffected and would still be able to accommodate a running track, sprint track, single football pitch and netball court.
74. Ariel photos show that in the recent past the playing field has been laid out with up to three grass football pitches, which have at different times been located in different positions. Officers consider that while there is a slight reduction of the overall grass playing field area, there is no material impact on the capacity for the field to provide playing pitches for outdoor sport and recreation. The proposed building has been located to minimise the impact on grass pitches. Officers conclude that the loss of a small part of the playing field, when taken in the context of the wider school site would be acceptable in this instance.

DESIGN AND VISUAL AMENITY
Runnymede Borough Local Plan Second Alteration 2001
 Policy BE2 – Townscape Character

75. Local Plan Policy BE2 requires proposals to respect townscape character by reference to, among other things, existing buildings, building lines and topography, street scene, building height and roof treatment, boundary treatment and recreational and amenity open space.
76. The proposed development would comprise of a single storey flat roofed block comprising of 6 classrooms, cloakrooms and w/cs. The building would be of modular construction and would be located to the north west of the main school building. An access ramp is proposed which would join the proposed building to the existing school building. The building would be clad with coloured panels with a coloured canopy covering the roof of the link. The building would measure a maximum width of 19.6m, a depth of 34m and a height of 5.2m.
77. The existing school site comprises a mixture of buildings which have been built over a number of years. The buildings are both single storey and two storey and have a combinations of pitched and flat roofs.
78. Officers consider that whilst this is a large building, the development can be accommodated on this site. The location is the most practical in terms minimising the amount of play area lost as a result on the building as well as integrating the old with the new. Officers acknowledge that this building is different to the main school building in terms of appearance; however the design coupled with the variety of buildings which already exist on the site as well as the use of suitable materials would complement this site and provide a modern addition to this school complex.
79. The proposed building would be set behind the main school building therefore would not be visible from the street. There would be views of the building from Rochester Road and Hythe Park Road however the proposal would be read in conjunction with the school complex as a whole and would not be overly dominant.
80. Officers consider that the proposed development would not detract from the design or visual amenity of the existing site or the surrounding area and would accord with development plan policy in this regard.

IMPACT ON RESIDENTIAL AMENITY

No relevant Development Plan policy

81. The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. Paragraph 109 of chapter 11 states that the planning system should contribute to and enhance the natural and local environment by *inter alia* preventing both new and existing development from contributing to or being put at an unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.

Overshadowing / overbearing / overlooking

82. The proposed building would be located over 60m from the rear boundaries of the properties within Wendover Road to the north east of the proposed development with a further 30m to the residential dwellings. This distance combined with the single storey scale of the building would ensure that there would be no adverse impact to these residential properties in terms of loss of light, loss of privacy or overbearing. To the south west of the site there would be a distance of over 90m to the rear boundaries of the properties within Hythe Park Road and a further 40m to the residential properties, as such there would be no adverse impact to these residential amenities of these properties. To the rear, north west, of the site there would be a distance of over 140m to the rear boundary of the school site therefore there would be no adverse impact. To the south east, the existing school buildings would obscure the view from residential properties therefore no impact.

Noise

83. Officers consider that the proposed development would involve three main forms of noise generation, firstly, the increase in the number of pupils at the site (intensity of use), secondly the potential increase in car movements as a result of the expansion and finally the construction noise. It is considered that the intensity in use of the site when viewed in context i.e. the site is an existing primary school and any noise would be centred on certain parts of the day namely before and after school and during lunch and break times. As such, given the intermittent noise generation it is considered that the proposal would not have a detrimental impact on the amenities of neighbouring properties by virtue of the increase in pupils.
84. With regards to noise generation from vehicles, in order to discourage the use of the private vehicle the School Travel Plan submitted with the application suggests measures and targets in order to encourage other modes of transport i.e. walking, cycling etc. Officers therefore consider, given the requirements of the School Travel Plan, that any increase in private car usage could be managed so as not to result in a significant reduction in residential amenities by virtue of noise generation by car usage. Furthermore it is proposed to create a pedestrian access from Wendover Road therefore would spread out the location the pupils entering the school site to help relieve congestion.
85. The impact from construction noise would be a short term impact which would be for a temporary period.

Conclusion on Residential Amenity

86. Officers consider that the proposed development would not adversely impact upon residential amenity in terms of loss of light, loss of privacy or overbearing given the location of the proposed building as well as the existing boundary treatment and

separation distances to residential properties. Officers acknowledge that the increase in pupils will in turn increase the noise around certain times of the day however, officers do not consider that this would result in a significant reduction in residential amenity. Given the above officers consider that the proposal would accord with development plan policy in this regard

IMPACT ON TREES

Runnymede Borough Local Plan Second Alteration 2001

Policy NE12 – Protection of Trees

Policy NE14 – Trees and Development Proposals

87. Local Plan Policy NE12 seeks to protect significant trees and make provision for new planting. Policy NE14 states that where trees form a major feature of a development site, wherever practical, new development will be expected to allow for the retention of existing suitable trees. Appropriate conditions are to be applied to ensure that retained trees are adequately protected during development.
88. It is proposed to remove 5 silver birch trees in order to facilitate the development. These trees are grade C1 trees (smaller trees or trees of lower quality which may have a limited life expectancy or contribute very little to the amenity of the locality). It is proposed to plant 10 new trees to compensate for the loss of the 5 silver birch trees. It is proposed to plant 4 trees (a mixture of silver birch and hornbeam) to the west of the site and 6 trees (a mixture of silver birch and field maple) to the immediate west of the existing Netball Court. The County Arboricultural Manager was consulted on the proposal and does not raise objection subject to conditions securing the implementation of the submitted Arboricultural Method Statement, installation of tree protection fencing and new planting to be implemented. Given this, officers are satisfied that the proposed loss of the 5 silver birch trees can be mitigated by the re-planting of 10 new trees. Officers consider that subject to conditions, the proposal would accord with development plan policy in this regard.

ARCHAEOLOGY

Runnymede Borough Local Plan Second Alteration 2001

Policy BE15 - Areas of High Archaeological Potential

Policy BE16 – Preservation and Recording of Archaeological Remains

89. Policy BE15 states that where development is proposed within areas of high archaeological potential the Council will require the prospective developer to undertake an archaeological assessment, and where appropriate a site evaluation before the planning application is determined. Where finds are made they should be treated in accordance with Policy BE16 which states that adequate excavation and accurate record to be made of any archaeological remains which will be destroyed.
90. The application was supported by a Desk Based Archaeological Assessment which concluded that the proposal would not impact upon any known heritage assets but that based on the large number of previous archaeological discoveries from the area the site is considered to have a high potential for Roman and prehistoric remains. As a result, an Archaeological Trial Trench Evaluation was carried out and concluded that despite the high archaeological potential of the area, the trial trenches have demonstrated that there are no archaeological remains present within the area of the proposed development
91. The County Archaeologist was consulted on both reports and confirms that there is no requirement for any further archaeological work as a consequence of this application. Officers are therefore satisfied that the proposal would not adversely impact upon archaeology and would accord with development plan policy in this regard.

HUMAN RIGHTS IMPLICATIONS

92. The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.
93. In this case, the Officer's view is that while impacts on amenity caused by traffic movements at the start and end of the school day, noise from construction and intensification of school site are acknowledged, the scale of such impacts are not considered sufficient to engage Article 8 or Article 1 of Protocol 1. Their impacts can be mitigated by conditions. As such, this proposal is not considered to interfere with any Convention right.

CONCLUSION

94. Officers consider that that the applicant has demonstrated a need for school places in the locality and that there are no reasonably available alternative sites for the additional school places. It has been successfully demonstrated that there would be sustainability benefits in terms of providing school places in close proximity to the communities they are intended to serve. In this connection the weight to be given to the in principle objection by the EA on flooding grounds has been considered against the weight given to the requirement in para 72 of the NPPF to give great weight to the need to create, expand or alter schools. Officers also consider that it is not possible to develop an alternative site with a lower probability of flooding and so meet the identified need in a manner consistent with wider sustainability objectives. The applicant has also demonstrated satisfactorily that there would be safe access and egress and that the development would not increase flood risk elsewhere.

95. The scale, design and location of the proposed building would not adversely impact on the design or visual amenity of the existing site and would integrate well within the surrounding area. The proposal would complement the existing school buildings and integrate the old with the new. The proposal would be of a large scale but can be comfortably accommodated on this site. The proposal would have a limited impact on the street scene given its location set behind other buildings.
96. Given the reasonable separation distances between the building and the neighbouring dwellings, there would be no adverse impact on the neighbouring properties as a result of the proposed development. Planning and highways officers are satisfied that the submitted transport information is robust and that the proposed package of mitigation measures is a suitable and proportionate response to the potential traffic impacts identified. The loss of 5 trees have been mitigated by the replanting of new trees and there would be no archaeological impacts as a result of the development.
97. Officers consider that there are sound reasons to grant planning permission given the above and notwithstanding the objection from the EA and Sport England subject to the Direction of the Secretary of State with regard to the latter.

RECOMMENDATION

98. Pursuant to the provisions of the Town and Country Planning (Consultation) (England) Direction 2009, application no. **RU.17/0049** be forwarded to the Secretary of State and in the absence of any direction by him and pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the application be PERMITTED subject to the following conditions.

Conditions:

1. The development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in all respects in accordance with the following plans/drawings:
 - DWG No: A-100 Site Location Plan November 2016
 - DWG No: A-101 Site Block Plan As Existing November 2016
 - DWG No: A-105 Existing School Floor Plan November 2016
 - DWG No: A-106 Existing School Elevations November 2016
 - DWG No: A-108 Existing School Roof Plan November 2016
 - DWG No: A-111 Proposed Block Plan November 2016
 - DWG No: A-115 Proposed GA Plan Including Existing School and Link November 2016
 - DWG No: A-118 Proposed Roof Plan November 2016
 - DWG No: A-120 GA Plan dated November 2016
 - DWG No: A-125 Rev B Proposed Elevations dated 22.05.17
 - DWG No: A-126 Rev B Proposed Elevations dated 22.05.17
 - DWG No: A-127 Rev A Elevational Section dated 05.04.17
 - DWG No: A-130 Existing Pitch Layout Plan dated November 2016
 - DWG No: A-131 Proposed Pitch Layout Plan November 2016
 - DWG No: TP-02 Rev A, Tree Planting Plan dated 28.03.17
3. The submitted Flood Risk Management Plan shall be followed should a flood incident occur.

4. The development hereby permitted shall have a finished floor level of 15.525 AOD or above.
5. The void created beneath the floor of the building hereby permitted shall at no time be used for the storage of equipment and materials, nor for any other use which might obstruct the passage of floodwater beneath the building in a flood event.
6. Access to the site for construction purposes shall only be via the temporary construction access from Wendover Road only. This vehicular access shall be used solely by construction traffic and the visibility splay shall be maintained for the duration of its use. At the end of the construction period the vehicular access shall be removed and returned to its former condition and all kerbs, verges and footways reinstated.
7. Prior to occupation of the development hereby permitted, the School Travel Plan shall be updated to include provision for Park and Stride and measures for the management of parent parking which shall be submitted to and approved in writing by the County Planning Authority. These measures shall then be implemented upon first occupation of the development and thereafter maintained, monitored and developed to the satisfaction of the County Planning Authority.
8. The development hereby permitted shall be carried out in accordance with the Construction Traffic Management Plan and the Haulier Survey submitted with the application.
9. During school term time there shall be no construction vehicle movements to or from the site between the hours of 8.30 am and 9.30 am and 3.00 pm and 4.00 pm.
10. Prior to occupation of the development hereby permitted and following the cessation of use of the construction access, a pedestrian only access to Wendover Road shall be constructed and maintained solely for pedestrian use as shown on drawing A-111 dated November 2016.
11. The development hereby permitted shall be carried out in all respects in accordance with the Scheme of Tree Protection dated 06 December 2016 submitted with the application.
12. Before any equipment, machinery or materials are brought onto the site for the purposes of carrying out the development hereby permitted, the tree protective fencing shall be erected in accordance with drawing titled Tree Protection Plan (DWG No: TPP-02 dated 06.12.16). The tree protective fencing shall remain in situ for the duration of the construction of the development hereby permitted. For the duration of works on the site no materials, plant or equipment shall be placed or stored within the protected area.
13. The proposed replacement planting as shown on drawing TP-02 Rev A shall be implemented no later than the first available planting season following occupation of the development hereby permitted. Within 5 years, should the planted trees be removed, uprooted, destroyed or die or become in the opinion of the County Planning Authority, seriously damaged, replacements shall be planted of the same species and size and in the same location as that originally planted.

Reasons:

1. To comply with Section 91 (1)(a) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.
2. For the avoidance of doubt and in the interests of proper planning.

3. To assist the occupiers of the building in a flood event in accordance with Policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
4. To protect the development from flooding in accordance with Policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
5. To ensure that the development does not impact upon the capacity of the site to store floodwater or increase the risk of flooding elsewhere, pursuant to policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
6. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
7. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
8. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
9. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
10. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
11. To ensure protection of the trees in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.
12. To ensure protection of the trees in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.
13. In the interests of visual amenity in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.

Informatives:

1. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.

2. The attention of the applicant is drawn to the requirements of Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970 and to Building Bulletin 102 'Designing for disabled children and children with Special Educational Needs' published in 2008 on behalf of the Secretary of State for Children, Schools and Families, or any prescribed document replacing that note.
3. In determining this application the County Planning Authority has worked positively and proactively with the applicant by: entering into pre-application discussions; scoping of the application; assessing the proposals against relevant Development Plan policies and the National Planning Policy Framework including its accompanying technical guidance and European Regulations providing feedback to the applicant where appropriate. Further, the County Planning Authority has: identified all material considerations; forwarded consultation responses to the applicant; considered representations from interested parties; liaised with consultees and the applicant to resolve identified issues; and determined the application within the timeframe agreed with the applicant. Issues of concern have been raised with the applicant including impacts of traffic/flooding and addressed through negotiation and acceptable amendments to the proposals. The applicant has also been given advance sight of the draft planning conditions. This approach has been in accordance with the requirements of paragraphs 186-187 of the National Planning Policy Framework 2012.
4. The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (Section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or is being built. Planning consent for a development does not provide a defence against prosecution under this Act.

Trees and scrub are likely to contain nesting birds between 1 March and 31 August inclusive. Trees and scrub are present on the application site and are assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity during this period and shown it is absolutely certain that nesting birds are not present.

5. Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transport Development Planning Team of Surrey County Council.
6. When a temporary access is approved or an access is to be closed as a condition of planning permission an agreement with, or licence issued by, the Highway Authority Local Highways Service will require that the redundant dropped kerb be raised and any verge or footway crossing be reinstated to conform with the existing adjoining surfaces at the developers expense.

CONTACT

Alex Sanders

TEL. NO.

020 8541 9462

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

Government Guidance [insert details/delete if not relevant]

[National Planning Policy Framework 2012](#)

[Planning Practice Guidance](#)

The Development Plan

The Runnymede Borough Local Plan Second Alteration 2001

Other Documents

Environment Agency Thames Guidance Statement: Safe Access/Egress for LPAs

Thames Area Guide: Flood Risk Sequential and Exceptions tests

A Sporting Future for the Playing Fields of England

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<p style="text-align: center;">Site Location</p> <p>Scale 1:26,787</p>	<p>The Hythe School, Thorpe Road, Egham, Surrey TW18 3HD</p> <p>The erection of a single storey building to provide 6 classrooms and associated works including the creation of a raised link canopy, external access steps and ramp and new pedestrian access from the north west of the site, in order to facilitate Phase 2 of the expansion from a 1FE to a 2FE Primary School.</p> <p>Application No(s): RU.17/0049</p> <p>Electoral Division(s): Egham</p>
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502,878 171,268

Application Site Area

502,494 170,956

	<p>Ref No: SCC REF 2016/0229</p> <p>Date printed: 19/06/2017</p>	<p style="text-align: right;">Metres</p>	<p>Scale 1:2,000</p>
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2012-13 Aerial Photos

Aerial 1 : Hythe School, Egham



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2012-13 Aerial Photos

Aerial 2 : Hythe School, Egham



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2012-13 Aerial Photos

Aerial 3 : Hythe School, Egham



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Figure 1: View of the location of the proposed development facing south east **SURREY**





Figure 2: View of part the location of the proposed development facing south west



Figure 3: View of the proposed trees to be removed, school playing field and temporary construction



Figure 4: View of school playing field with temporary construction access to the far western



Figure 5: View of location of the proposed development facing south





Figure 6: View of location of the proposed development facing south west



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TO: PLANNING & REGULATORY COMMITTEE **DATE:** 12 JULY 2017

BY: PLANNING DEVELOPMENT TEAM MANAGER

DISTRICT(S) SPELTHORNE BOROUGH COUNCIL **ELECTORAL DIVISION(S):**
Stanwell & Stanwell Moor
Mr Robert Evans

PURPOSE: FOR DECISION

GRID REF: 505179 174653

TITLE: STANWELL RECYCLING, STANWELL QUARRY, STANWELL MOOR ROAD, STANWELL, SURREY TW19 6AB - WASTE REF. SP17/00113/SCC

SUMMARY REPORT

Stanwell Recycling, Stanwell Quarry, Stanwell Moor Road, Stanwell, Surrey TW19 6AB

Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.

Mineral extraction from the quarry has ceased and to date about 1/3 of the quarry has been restored using locally sourced inert waste material. The restored areas include a large area of agricultural land to the east, an area of wetland ecological restoration to the south and further agricultural land in the west adjoining the A3044. However, insufficient restoration soils were retained on site in the initial phases of the quarry working to complete restoration.

Consequently, in order to resolve the shortage of site derived restoration materials planning permission was granted in 2011 by Surrey County Council for a temporary five-year recycling operation on 2.9ha of the quarry for the production of restoration materials and recycled aggregates for export.

The applicant has explained that the recycling operations undertaken at the quarry have been able to recover a significant proportion of material for re-use elsewhere and this has meant that the timetable for restoration of the mineral working has been disrupted. However, since 2011 some 105,000m³ of restoration material has been placed in the quarry void.

A further 115,000m³ of material is required to fully restore the quarry. The existing recycling operation manages 100,000m³ of construction, demolition and excavation waste per annum, of which between 10,000m³ to 15,000m³ residual waste material is generated for use as suitable restoration material. Indigenous restoration material is not available for this purpose and therefore this material needs to be generated on site by way of the proposed aggregate recycling facility or imported to the site from elsewhere which is unlikely to be a more sustainable option given increased travel distances.

Accordingly, the application which is the subject of this report seeks planning permission for the retention of an extended recycling operation within the quarry for an additional period of 10-years so as to generate the necessary volume of restoration material to fully complete restoration of the mineral working. The extant planning permission only allows for one screener and one crusher to process imported construction, demolition and excavation waste, whereas the proposed development would make use of six items of such plant. The application also

therefore seeks to regulate the increased area in which the recycling operations take place as a result of increased stockpiles and machinery.

Officers cannot countenance any reason why the quarry should be left unrestored and therefore in a degraded state. Similarly, having regard to the Waste Hierarchy, it would not be sustainable and therefore acceptable to simply dispose of inert waste into the remaining void for the sake of restoration. The applicant has provided a reasonable explanation as to why the previously permitted timetable for restoration has not been achieved, demonstrated why a further 10-year period for completion of restoration works is necessary, and committed to only disposing residual inert waste which could not otherwise be prepared for reuse, recycled or recovered for the purposes of restoration. Additionally, the proposed development is for a temporary period to coincide with the period necessary to complete the restoration of the quarry.

Notwithstanding the above, Officers consider that the existing recycling facility at Stanwell Quarry supports the sustainable waste management policy and objectives for Surrey, the UK and Europe. The overall objective of European and Government policy on sustainable waste management is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. In England, the NPW and WMP seek to reduce dependence on landfill and give priority to more sustainable forms of waste management by moving waste management up the Waste Hierarchy with prevention at the top followed by preparing for reuse, recycling, recovery and last of all disposal. The proposed development seeks to not only contribute to the restoration of the mineral working but it would also recover waste materials for reuse elsewhere.

In this regard SCC's Annual Aggregates Assessment published in December 2016 confirms that the sales of recycled and secondary aggregates have increased annually from 0.25mtpa in 2007 to 0.83mtpa in 2015. The MCS target is for at least 0.8mtpa by 2016 and 0.9mtpa by 2026. The target to produce at least 0.9mtpa by 2026 is likely to prove more challenging as a number of temporary permissions for aggregates recycling on existing mineral workings are due to have expired by 2022 including the recycling operation at Stanwell Quarry. Consequently, should permission be refused for the proposed development the existing contribution the recycling operation at Stanwell Quarry makes to the 0.83mtpa annual sales figure for recycled aggregates would fall away making it much more difficult to achieve the relevant 0.9mtpa target set by the Surrey Minerals Plan Core Strategy 2011.

The proposed development is a temporary use of the land concerned, commensurate with the remaining life of the former quarry, and once restored would preserve the openness of the Green Belt in the long term. As the development is inappropriate development in the Green Belt it can only be permitted as an exception to policy.

Officers consider that factors exist which amount to very special circumstances that clearly outweigh the harm by reason of inappropriateness and loss of openness. These factors comprise: (a) need to maintain the supply of recycled and secondary aggregates in the short term in accordance with the Surrey Minerals Plan Core Strategy 2011; (b) the facilitation of the timely and enhanced restoration of Stanwell Quarry including the long-term management of a 15ha area of the quarry; (c) the lack of suitable alternative non-Green Belt sites in the locality to accommodate the development; and (d) the wider environmental and economic benefits of the sustainable management of waste in accordance with the Waste Hierarchy. In terms of other harm, this has also been assessed throughout this report, and Officers have concluded that there is no other harm, subject to the imposition of conditions.

The recommendation is that planning application Ref. SP17/00113/SCC be PERMITTED subject to conditions.

APPLICATION DETAILS

Applicant

CEMEX UK Operations Limited

Date application valid

13 January 2017

Period for Determination

19 July 2017

Amending Documents

Air Quality Assessment dated June 2017

Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Need for the Recycling Facility	Yes	40 - 60
Environmental and Amenity Considerations	Yes	61 - 121
Metropolitan Green Belt	No	122 - 134

ILLUSTRATIVE MATERIAL

Site Plan

Drawing Ref. P5/227/11 Site Location Plan dated November 2016

Drawing Ref. P5/227/10 Site Layout Plan dated November 2016

Aerial Photographs

Aerial 1 – Stanwell Quarry

Aerial 2 – Stanwell Quarry

Aerial 3 – Stanwell Quarry

Site Photographs

Figure 1 – Site Office and Weighbridge Area

Figure 2 – Vehicle Parking and Maintenance Area

Figure 3 – Typical Recycling Operations 1

Figure 4 – Typical Recycling Operations 2

BACKGROUND

Site Description

1. The application site lies within a partly restored 32.3ha sand and gravel quarry to the south of the Southern Perimeter Road which feeds Heathrow Airport. The quarry is located to the east of the A3044 Stanwell Moor Road (with Stanwell Moor beyond), north of Staines and King George VI Reservoirs, and north-west of Stanwell village serviced by Park Road and the High Street. To the east of the quarry is open amenity land beyond which are parts of Stanwell village.
2. The application site measures some 5.3ha and is situated in the central northern area of the quarry, with the Southern Perimeter Road beyond. To the east between the application site and Stanwell village is a part of the quarry which has been restored to agricultural land. To the south and west is the former mineral working undergoing restoration with a mix of water areas and restored land. The nearest residential properties to the application site lie over 300m to the south¹ and some 350m to the east².
3. The application site is located on land designated Metropolitan Green Belt. Both Staines and King George VI Reservoirs are designated Ramsar Sites³ and a Special Protection Area (SPA). The reservoirs also form part of the Staines Moor Site of Special Scientific Interest (SSSI)⁴. Moreover, there are two small Sites of Nature Conservation Importance (SNCI) within the quarry⁵ - one in the north-west corner and the other in south-west corner. The southern SNCI lies within an area of the quarry that has been largely unworked.
4. The Stanwell Conservation Area is located to the south-east of the quarry at a distance of about 150m but with intervening urban development including Heathrow Airport car parking services. Within this Conservation Area are a number of listed buildings. There are further Heritage Assets within and in close proximity to the boundary of the quarry including the Grade II Listed Gate piers and Gates to Stanwell Place⁶ and the remnants of the formal gardens of Stanwell Place⁷. Moreover, a 0.85ha strip of land along the southern boundary of the quarry parallel with Gibson Place and Park Road is designated as an Area of High Archaeological Potential.
5. A group of trees on the western boundary of the quarry is covered by Tree Preservation Orders and reflect the site's parkland garden past. An existing public footpath (Ref. FP4) and cycleway run along the southern boundary of the quarry from Stanwell Moor Road to Park Road. The application site is within Flood Zone 1⁸.

Planning History

6. Permission to extract gravel from the land concerned was allowed on appeal in 1964⁹. In 1967 permission was granted for an extension of the quarry to the north¹⁰ and in 1971 on appeal for a second area to the south¹¹.

¹ Park Road

² Russell Drive/Lowlands Drive

³ Ramsar sites are wetlands of international importance designated under the Ramsar Convention

⁴ Staines Moor represents the largest area of alluvial meadows in Surrey and supports a rich flora while the reservoirs hold nationally important populations of wintering wildfowl. A pond at the site carries an aquatic flora which is of national importance; this flora includes one plant which is extremely rare in Britain

⁵ Mosaic of gravel pits and ditches supporting a range of marginal vegetation including fen

⁶ Historic Environment Record Ref. 10752

⁷ Historic Environment Record Ref. 15237

⁸ Land with the lowest probability of flooding

⁹ Consent Ref. STA 16/3

¹⁰ Consent Ref. STA 9191

¹¹ Consent Ref. STA 11250

7. Mineral extraction from the quarry has ceased and to date about 1/3 of the quarry has been restored using locally sourced inert waste material. The restored areas include a large area of agricultural land to the east, an area of wetland ecological restoration to the south and further agricultural land in the west adjoining the A3044. However, insufficient restoration soils were retained on site in the initial phases of the quarry to complete restoration.
8. Consequently, in order to resolve the shortage of site derived restoration materials planning permission was granted in 2011 by Surrey County Council (SCC) for a temporary five-year recycling operation on 2.9ha of the quarry for the production of restoration materials and recycled aggregates for export¹².
9. The recycling operation was permitted at the same time as amended details of restoration were approved by SCC in 2011 which provided for an enhanced final landscape¹³. This permission requires that restoration of the quarry be completed by 26 October 2017, and is tied into a Section 106 legal agreement for twenty-five year management of a 7.1ha area of the restored quarry.

THE PROPOSAL

10. Having regard to paragraphs 8 and 9 above, this report should be read in conjunction with the Officers report relating to planning application Ref. SP17/00118/SCC¹⁴ which seeks to extend the time period in which restoration of the quarry is to be completed until 26 October 2027 and change the restoration phasing plan previously approved.
11. In 2011 the volume of restoration material required to deliver the previously approved restoration scheme for the quarry was around 250,000m³. Consequently, the existing recycling operation was required to produce about 50,000m³ of restoration material¹⁵ per annum over a 5-year period. The applicant has explained that the recycling operations undertaken at the quarry have been able to recover a significant proportion of recycled aggregate for re-use elsewhere¹⁶ and this has meant that the timetable for restoration of the mineral working has been disrupted. However, since 2011 some 105,000m³ of restoration material has been placed in the quarry void.
12. Consequently, some 145,000m³ of suitable restoration is still required to complete the restoration of the quarry. About 30,000m³ of this presently forms the base of and bunds for the recycling area. In effect therefore about 115,000m³ of material is required to fully restore the quarry. The existing recycling operation manages 100,000m³ of construction, demolition and excavation waste per annum, of which between 10,000m³ to 15,000m³¹⁷ residual waste material¹⁸ is generated for use as restoration material.
13. At present the recycling facility is only permitted 80 HGV movements (40 HGV trips) per day¹⁹ and this is proposed to continue such that there would be no change to the volume of inert waste imported to the facility per annum²⁰. Similarly, the facility would continue to operate within the hours stipulated within the existing consent²¹ i.e. Mondays to Fridays

¹² Planning permission Ref. SP08/0337

¹³ Planning permission Ref. SP10/0594 and Drawing Ref. P1/227/11/C

¹⁴ Non-compliance with conditions 1 and 2 of planning permission Ref. SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration phasing plan previously approved

¹⁵ From about 100,000m³ of construction, demolition and excavation waste imported to the quarry annually

¹⁶ A recovery rate of about 85 to 90% of total volume imported

¹⁷ In 2015/2016 some 9,444m³ was available for restoration purposes

¹⁸ Material that remains after waste treatment has taken place

¹⁹ See condition 6 of planning permission Ref. SP08/0337

²⁰ No more than 100,000m³ or 180,000 tonnes per annum

²¹ See condition 4 of planning permission Ref. SP08/0337

0700 to 1900 hours and 0700 to 1300 hours on Saturdays with no working on Sundays or any holidays.

14. Accordingly, the application which is the subject of this report seeks planning permission for the retention of an extended recycling operation²² within the quarry for an additional period of 10-years so as to generate the necessary volume of restoration material to fully complete restoration of the quarry. Additionally, planning permission Ref. SP08/0337 only allowed for one screener and one crusher to process imported construction, demolition and excavation waste, whereas the proposed development would make use of six items of such plant. The application also therefore seeks to regulate the increased area²³ in which the recycling operations take place as a result of increased stockpiles and machinery.
15. Drawing Ref. P5/227/10 Site Layout Plan dated November 2016 shows the layout of the proposed facility and details the general infrastructure necessary to facilitate the development.

CONSULTATIONS AND PUBLICITY

Consultees (Statutory and Non-Statutory)

- | | | |
|------------------------------------|---|----------------------------------------------------------------------------------------------------------------------|
| 16. Spelthorne Borough Council | - | No views received at the time of writing this report. |
| 17. The Environment Agency | - | No objection subject to an informative. |
| 18. Natural England | - | No comments to make. |
| 19. Surrey Wildlife Trust | - | No views received. |
| 20. County Highway Authority | - | No objection subject to retention of conditions 3 and 6 of planning permission Ref. SP08/0337 dated 26 October 2011. |
| 21. Historic England | - | No views received. |
| 22. Heathrow Airport Safeguarding | - | No objection. |
| 23. Lead Flood Authority | - | No objection subject to conditions. |
| 24. SCC Archaeologist | - | No objection. |
| 25. SCC Historic Buildings Officer | - | No objection. |
| 26. SCC Landscape Architect | - | No objection. |
| 27. SCC Ecologist | - | No objection subject to an informative. |
| 28. SCC Enhancement Officer | - | No objection. |
| 29. SCC Rights of Way | - | No views received. |
| 30. SCC Noise Consultant | - | No objection subject to the retention of condition |

²² An area of some 5.3ha as opposed to the original 2.9ha originally permitted by planning permission Ref. SP08/0337

²³ From 2.9ha to 5.3ha, an increase of some 82%

5 of planning permission Ref. SP08/0337 dated 26 October 2011.

31. SCC Air Quality Consultant - No objection.
32. Thames Water - No views received.

Parish/Town Council and Amenity Groups

33. Hawthorne Court Residents' Association - No views received.
34. Stanwell Moor Residents' Association - No views received.
35. Spelthorne Natural History Society - No views received.

Summary of publicity undertaken and key issues raised by public

36. The application was publicised by the posting of two site notices and an advert placed in the Surrey Advertiser on 10 February 2017. A total of 228 owner/occupiers of neighbouring properties were directly notified by letter on 7 February 2017. A further round of publicity and consultation was undertaken on 30 May 2017 as a result of amendments made to the proposed restoration scheme and the submission of a revised Air Quality Assessment. This assessment was again updated in June 2017 a result of which was a further consultation exercise. The County Planning Authority (CPA) has received 5 representations in respect of the proposal. A summary of the material planning considerations raised in these representations is provided below:

- Over the years permission has been granted and goalposts moved;
- I have been monitoring and watching developments of this site and nothing has been done in the last 3 years to reinstate infill and restore the land;
- Basically, the land is now used as a recycling depot;
- The roads are inundated with HGV movements and our houses and cars are polluted with dust and noise from the site
- We have enough factories and recycling plants around here without another ten years;
- There are too many gravel extraction areas around here;
- Too much clumps of earth and gravel on the roads.

PLANNING CONSIDERATIONS

Introduction

37. The guidance on the determination of planning applications contained in the Preamble/Agenda frontsheet is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
38. In this case the statutory development plan for consideration of the application consists of the [Surrey Minerals Core Strategy 2011 \(MCS\)](#), [Surrey Waste Plan 2008 \(SWP\)](#), the [Aggregates Recycling Joint Development Plan Document for the Minerals and Waste Plans 2013 \(ARD\)](#), [saved policies of the Spelthorne Local Plan 2001 \(SLP\)](#), and the [Spelthorne Core Strategy and Policies Development Plan Document 2009 \(SPD\)](#)
39. In considering this application the acceptability of the proposed development will be assessed against relevant development plan policies and material considerations. In assessing proposals against development plan policy it is necessary to determine whether the proposed measures for mitigating any environmental impact of the development are satisfactory. In this case the main planning considerations are: (a) the

need for the recycling facility, (b) whether the environmental and amenity impacts of the development are acceptable, and (c) whether there are one or more factors which amount to the 'very special circumstances' necessary to clearly outweigh the harm caused to the Green Belt by reason of inappropriateness and any other harm.

NEED FOR THE RECYCLING FACILITY

Development Plan Policies

Surrey Minerals Core Strategy 2011 (MCS)

Policy MC1 – Location of mineral development in Surrey

Policy MC5 – Recycled and secondary aggregates

Surrey Waste Plan 2008 (SWP)

Policy CW4 – Waste Management Capacity

Policy CW5 – Location of Waste Facilities

Policy WD3 – Recycling, Storage, Transfer of Construction and Demolition Waste at Mineral Sites

Aggregates Recycling Development Plan Document 2013 (ARD)

Policy AR1 – Presumption in Favour of Sustainable Development

Policy AR3 – Aggregates recycling at mineral sites

Policy Context

40. In England, the Waste Hierarchy is both a guide to sustainable waste management and a legal requirement, enshrined in law through the Waste (England and Wales) Regulations 2011. The hierarchy gives top priority to waste prevention, followed by preparing for re-use, then recycling, other types of recovery²⁴, and last of all disposal e.g. landfill.
41. The [National Planning Policy Framework 2012 \(the Framework\)](#) does not contain policies relating to waste management. Instead national waste management policies are contained within the [Waste Management Plan for England 2013 \(WMP\)](#) and set out by the [National Planning Policy for Waste 2014 \(NPW\)](#).
42. The WMP advocates that the dividends of applying the Waste Hierarchy will not just be environmental but explains that we can save money by making products with fewer natural resources, and we can reduce the costs of waste treatment and disposal. It envisages that the resulting benefits of sustainable waste management will be realised in a healthier natural environment and reduced impacts on climate change as well as in the competitiveness of our businesses through better resource efficiency and innovation – a truly sustainable economy.
43. Similarly, the NPW sets out the Government's ambition of working towards a more sustainable and efficient approaches to waste management by driving waste up the Waste hierarchy. In this context the Framework, at paragraphs 18 and 19, explains that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future, and ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.
44. Policy AR1 of the ARD explains that when considering development proposals the CPA will take a positive approach that reflects the presumption in favour of sustainable

²⁴ Including energy recovery

development contained in the Framework. The CPA will always work proactively with applicants jointly to find solutions which mean that proposals can be permitted wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. This policy also echoes paragraph 14 of the Framework in advocating that planning applications that accord with the policies in the ARD, and with relevant policies in other plans, will be permitted without delay unless material considerations indicate otherwise.

45. Policy MC1 of the MCS explains that priority for locating aggregate recycling development will be given to urban areas particularly in north-west Surrey and to temporary use of mineral sites to be restored with inert fill. Further, policy MC5 of the MCS states that the CPA will make provision for the supply of recycled and secondary aggregates of 0.8mtpa by 2016 and of at least 0.9mtpa by 2026.
46. The application site is not identified by policy AR3 of the ARD as a preferred site for aggregate recycling. However, it is an existing aggregate recycling facility and policy CW4 of the SWP advocates that that planning permission will be granted to enable sufficient waste management capacity to be provided, in order to manage the equivalent of the waste arising in Surrey together with a contribution to meeting the declining landfill needs of residual wastes exported from London, to achieve the regional targets for recycling, composting, recovery and diversion from landfill.
47. In this context the SWP explains at paragraph B30 that the SCC remains committed to achieving net self-sufficiency, enabling appropriate development that implements the waste hierarchy and ensuring that the County delivers its contribution to regional waste management. Paragraph B32 of the SWP goes on to state that a range of facilities, type, size and mix will be required, located on a range of sites to provide sustainable waste management infrastructure in Surrey.
48. Policy CW5 of the SWP states that waste facilities will be considered in accordance with the certain principles and priority will be given over greenfield land to mineral workings. Policy WD3 of the SWP states that planning permission for development involving recycling, storage and transfer of construction and demolition waste at minerals sites will be granted provided that the proposed development is for a temporary period commensurate with the operational life of the mineral site.

Evaluation

49. The applicant seeks to justify a need for the proposed development in two respects. First, that facility is required so as to generate the 115,000m³ of restoration material necessary to fully complete restoration of the mineral working in which it is located. Secondly, that it would contribute to the sustainable management of inert waste arising in Surrey and London and achieving the regional targets for recycling, recovery and diversion from landfill.
50. The applicant has explained that in 2011 the volume of material required to deliver full restoration of the quarry was around 250,000m³ i.e. a fill rate of about 50,000m³ per annum over the relevant 5-year period. Since 2011 some 105,000m³ of restoration material has been placed in the quarry void. Consequently, some 145,000m³ of material is still required to complete the restoration of the quarry. About 30,000m³ of restoration material presently forms the base of and bunds for the recycling area which would ultimately be used in the restoration of the quarry. In effect therefore about 115,000m³ of material is required to fully restore the quarry.
51. In the absence of site-derived restoration materials, the remaining materials necessary will need to be sourced from some form of recycling operation on or off the application site. It would not be acceptable from a sustainability perspective to simply complete restoration of the quarry by landfilling available or imported inert waste which could otherwise be prepared for reuse, recovered or recycled. Neither would it be acceptable

to leave the quarry unrestored as mineral workings should be restored at the earliest opportunity and to a high environmental standard.

52. As the ARD²⁵ explains, the way in which mineral workings have traditionally been restored has changed since 1996 when the Government introduced a tax on the disposal of waste by landfilling. This tax, which has increased annually, had steadily discouraged the disposal of waste by landfilling (including the restoration of mineral workings by infilling) thereby incentivising its reuse, recycling and recovery over its disposal. This approach to the management of waste is consistent with the Waste Hierarchy.
53. The recycling operations undertaken at the quarry have been able to recover a significant proportion of recycled aggregate for re-use elsewhere²⁶ and this has meant that the timetable for restoration of the mineral working has been disrupted. However the applicant anticipates based on the rates of recycling and restoration since 2011, restoration works will be completed by 26 October 2027. Based on an average manufacturing rate of restoration material of between 10,000m³ to 15,000m³per annum, and a remaining restoration requirement of some 115,000m³, restoration of the quarry should be completed within 10-years.
54. Officers consider that the existing recycling facility at Stanwell Quarry supports the sustainable waste management policy and objectives for Surrey, the UK and Europe. The overall objective of European and Government policy on sustainable waste management is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. In England, the NPW and WMP seek to reduce dependence on landfill and give priority to more sustainable forms of waste management by moving waste management up the Waste Hierarchy with prevention at the top followed by preparing for reuse, recycling, recovery and last of all disposal. The proposed development seeks to not only contribute to the restoration of the mineral working but it would also recover waste materials for reuse elsewhere.
55. In this regard [SCC's Annual Aggregates Assessment](#) published in December 2016 confirms that the sales of recycled and secondary aggregates have increased annually from 0.25 mt in 2007 to 0.83 mt in 2015. The MCS target is for at least 0.8 mtpa by 2016 and 0.9 mtpa by 2026. The target to produce at least 0.9mtpa by 2026 is likely to prove more challenging as a number of temporary permissions for aggregates recycling on existing mineral workings are due to have expired by 2022.²⁷

Conclusion

56. The proposed development is an aggregate recycling facility located within north-west Surrey adjacent to Heathrow Airport and on an unrestored mineral working. It recycles about 85 to 90% of the 100,000m³ of construction, demolition and excavation waste imported to the quarry per year. The majority of this waste is sourced from Heathrow Airport²⁸ and about half of the recycled aggregate produced is then reused at Heathrow Airport with the remaining half used at other sites including works relating to the M3 motorway widening and west London infrastructure projects. The remaining residual waste, between 10,000m³ to 15,000m³, is used for the purposes of restoring the quarry. In this context the location of the development is sustainable in that it is well located to the strategic road network, the source of the majority of the waste to be recycled, the destinations for the recycled aggregate, and the destination where residual waste generated would be used.

²⁵ Paragraphs 60 to 68 on pages 19 and 20

²⁶ Between 85 to 90% of total volume imported

²⁷ Paragraph 4.4.4 of the Local Aggregates Assessment dated December 2016

²⁸ About 75%

57. In the context of National guidance and Development Plan Policy in respect of mineral development, Officers cannot countenance any reason why the quarry should be left unrestored and therefore in a degraded state. Similarly, having regard to the Waste Hierarchy, it would not be sustainable and therefore acceptable to simply dispose of inert waste into the remaining void for the sake of restoration. The applicant has provided a reasonable explanation as to why the previously permitted timetable for restoration has not been achieved, demonstrated why a further 10-year period for completion of restoration works is necessary, and committed to only disposing residual inert waste which could not otherwise be prepared for reuse, recycled or recovered for the purposes of restoration. Additionally, the proposed development is for a temporary period to coincide with the period necessary to complete restoration of the mineral working.
58. An enhanced restoration scheme is offered by the applicant, with a larger 25-year Management Plan Area than previously agreed. In order to complete restoration of the quarry and deliver the restoration and management scheme proposed by planning application Ref. SP17/00118/SCC a further 115,000m³ of suitable restoration material is required. Indigenous restoration material is not available for this purpose and therefore this material needs to be generated on site by way of the proposed aggregate recycling facility or imported to the site from elsewhere which is unlikely to be a more sustainable option given increased travel distances.
59. Moreover, SCC's Annual Aggregate Assessment 2016 identifies that the MCS target to produce at least 0.9mtpa of recycled aggregates by 2026 is likely to prove more challenging as a number of temporary permissions for aggregates recycling on existing mineral workings are due to have expired between 2016 and 2022. This statement reflects the fact that the existing recycling facility at Stanwell Quarry expired in October 2016. Should permission be refused the existing contribution the recycling operation at Stanwell Quarry makes to the 0.83mtpa annual sales figure for recycled aggregates would fall away making it much more difficult to achieve the relevant 0.9mtpa target set by the MCS.
60. Accordingly, Officers consider that the applicant has adequately demonstrated that there is a continuing need for the proposed development in accordance with policies MC1 and MC5 of the Surrey Minerals Core Strategy 2011, policy AR1 of the Aggregates Recycling Development Plan Document 2013, and policies of the CW4, CW5 and WD3 of the Surrey Waste Plan 2008.

ENVIRONMENT AND AMENITY CONSIDERATIONS

Development Plan Policies

Surrey Waste Plan 2008 (SWP)

Policy DC2 – Planning Designations

Policy DC3 – General Considerations

Saved policies of the Spelthorne Local Plan 2001 (SLP)

Policy RU11 – Sites of Nature Conservation Importance

Spelthorne Core Strategy and Policies Development Plan Document 2009 (SPD)

Policy SP6 – Maintaining and Improving the Environment

Policy SP7 – Climate Change and Transport

Policy EN3 – Air Quality

Policy EN6 – Conservation Areas, Historic Landscapes, Parks and Gardens

Policy EN8 – Protecting and Improving Landscape and Biodiversity

Policy Context

61. The NPW requires that the CPA, in determining planning applications, where relevant consider the following factors below having regard to the nature and scale of the development proposed: (a) protection of water quality and resources and flood risk management; (b) land instability; (c) landscape and visual impacts; (d) nature

conservation; (e) conserving the historic environment; (f) traffic and access; and (g) air emissions, including dust; (h) odours; (i) vermin and birds; (j) noise, light and vibration; (k) litter; and (l) potential land use conflict.

62. Policy DC3 of the SWP states that planning permission will not be granted for waste related development where this would endanger, or have a significant adverse impact, on the character, quality, interest or setting of a range of planning designations including Ramsar Sites; SPA's; SNCIs; SSSIs; Historic Parks and Gardens; and Conservation Areas. Accordingly, policy DC3 of the SWP requires that applicants demonstrate, by the provision of adequate supporting information, that any impacts of the development can be controlled to achieve levels that will not significantly adversely affect people, land, infrastructure and resources.
63. Policy SP6 of the SPD advocates that development proposals should seek to maintain and improve the quality of the environment by: (a) ensuring its design and layout incorporates principles of sustainable development, and creates an environment that is inclusive, safe and secure, is attractive with its own distinct identity and respects the environment of the area in which it is situated; (b) contributing to improving air quality in the Borough; (c) protecting and enhancing areas of existing environmental character including sites of nature conservation value, areas of landscape value, the Borough's historic and cultural heritage (including historic buildings and Conservation Areas) and open space of amenity and recreation value; and (d) promoting improvement of poor quality environments both within the urban area and in the Green Belt.
64. Policy SP7 of the SPD seeks to minimise the impact of climate change by: (a) promoting the inclusion of provision for waste management facilities in both new and existing developments; (b) ensuring development is located in a way that reduces the need to travel and encourages alternatives to car use, and its design and layout takes account of climate change; (c) supporting initiatives to encourage non car-based travel, (d) promoting the efficient use and conservation of water resources; and (e) promoting measures to reduce flooding and the risks from flooding.
65. Policy EN3 of the SPD seeks to improve the air quality of the Borough and minimise harm from poor air quality by: (a) supporting measures to encourage non-car based means of travel; (b) supporting appropriate measures to reduce traffic congestion where it is a contributor to existing areas of poor air quality; (c) requiring an air quality assessment where development is in an Air Quality Management Area; (d) refusing development where the adverse effects on air quality are of a significant scale, either individually or in combination with other proposals, and which are not outweighed by other important considerations or effects and cannot be appropriately and effectively mitigated; (e) refusing development where the adverse effects of existing air quality on future occupiers are of a significant scale which cannot be appropriately or effectively mitigated and which are not outweighed by other material considerations.
66. Policy EN6 of the SPD seeks to maintain and enhance areas of historic landscape or heritage value and gardens of special historic interest by ensuring that any proposed development within or adjacent to such areas does not detract from its character or appearance.
67. Policy EN8 of the SPD seeks to protect and improve the landscape and biodiversity of the Borough by: (a) safeguarding sites of international and national importance; (b) working with partners in the public, private and voluntary sectors to develop and secure the implementation of projects to enhance the landscape and create or improve habitats of nature conservation value, and to secure the more effective management of land in the Borough; (c) ensuring that new development, wherever possible, contributes to an improvement in the landscape and biodiversity and also avoids harm to features of significance in the landscape or of nature conservation interest; and (d) refusing

permission where development would have a significant harmful impact on the landscape or features of nature conservation value.

Highways, Traffic and Access

68. The Framework is clear that development should only be refused or prevented on transportation grounds where the residual cumulative impact of development is severe. This guidance also advocates²⁹ that all development that would generate significant amounts of movement should take account of whether (a) opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, (b) safe and suitable access to the site can be achieved for all people, and (c) improvements can be undertaken within the transport network.
69. The current planning permission associated with the site restricts movements to and from the site using the public highway to 80 HGV movements per day. These movements are based on the 100,000m³ of aggregate that is recycled on the application per annum.
70. Access to and from the site is onto the Western/Southern Perimeter Roundabout. This current access has been used for the last five years in association with the higher level recycling operations and HGV traffic and there have been no known problems or accidents caused by HGVs from the site. It is therefore considered that the Western/Southern Perimeter roundabout can adequately cope with the additional level of traffic.
71. A significant proportion of the movements associated with the application site are to and from Heathrow Airport using the Southern Perimeter Road. This is a private highway owned by London Heathrow Airport Authority. Based on previous years' traffic approximately 65% of the HGVs movements (84-88 movements per day) are associated with Heathrow with the remaining 35% going onto use the public highway – 46 HGV movements per day (23 HGV trips per day). Once the HGV movements to and from Heathrow are taken away from the total daily movements to the application site, the remaining movements to and from the public highway are well within the 80 HGV movements considered acceptable for the site.
72. The application site is well located, not only to serve Heathrow, but to the wider primary highway network. The Western/Southern Perimeter roundabout leads onto the A3044/A3113 roundabout (approximately 250 to the west) which in turn leads to Junction 14 of the M25. The site is therefore well connected to the primary route network for HGVs to reach road construction and demolition projects in NW Surrey, eastern Berkshire and west London. These roads have the capacity to cope with the level of HGV traffic generated by the site.
73. When planning permission was sought previously for the recycling operation the access to the site, visibility splays and the roundabout layout were assessed suitable in terms of their ability to accommodate 20 tonne HGVs. The proposal would continue to use the same access and 20 tonne HGVs to serve the site.
74. Officers do not consider that any public rights of way will be adversely affected by the proposal as these lie to the south of the quarry site.
75. Overall Officers, in conjunction with the County Highway Authority, conclude that the highway network will not be adversely affected by the continued operation of the recycling facility for an additional ten years subject to conditions restricting the number of HGV movements associated with the site on a daily basis and requiring the same to use the existing access to the site.

²⁹ At paragraph 32

76. Paragraph 109 of the Framework advocates contribution to and enhancement of the natural and local environment by preventing development from contributing to or being put at unacceptable risk from levels of air pollution. In these respects paragraph 122 advised that the CPA should focus on whether the development itself is an acceptable use of the land, and the impact of the use, rather than the control of processes or emissions themselves where these are subject to approval under pollution control regimes.
77. Paragraph 124 of the Framework discusses air quality specifically in relation to Air Quality Management Areas but it does confirm that the cumulative impacts on air quality from individual sites in local areas should be considered. In this respect the Framework's practice guidance states that it is important that the potential impact of new development on air quality is taken into account in planning where the national assessment indicates that relevant limits have been exceeded or are near the limit. Air quality can also affect biodiversity and odour and dust can adversely affect local amenity. Paragraph 123 of the Framework states that planning decisions should aim to: (a) avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development, and (b) mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise.
78. The application site is associated with high levels of background, ambient noise, due to the proximity of: (a) the main southern runway of Heathrow Airport – approximately 350m to the north of the site; (b) local main distributor roads to the west of the site – A3044 and A3113; (c) the Southern Perimeter Road - immediately to the north of the site; (d) the airport taxiways and associated infrastructure being to the north and north east of the site; and (e) Junction 14 of the M25 to the west of the site.
79. The previous planning permission associated with the recycling facility included a condition³⁰ limiting noise to no more than 50LAeq (30 minutes freefield) when measured at, or recalculated at any noise sensitive property.
80. There have been no noise complaints in relation to the recycling operations at Stanwell quarry since it began operating in 2011 despite the fact that additional numbers of machinery and equipment have been used. The facility now operates 6 items of screening and crushing plant on site with various different locations within the main recycling and stockpile area.
81. Various noise mitigation measures are used to reduce any adverse impacts of the recycling operation on the local community of Stanwell and its nearest residents to the site. Stockpiles are positioned close to the recycling plant areas and the nearest noise sensitive properties to buffer noise impacts. In addition a 5m high bund is retained that abuts the properties of Gibson Place in Stanwell, to the south east of the former quarry site. This bund is not within the application site, but is within other land owned/controlled by the applicant. The operators, Cappagh, who run the site, ensure that all plant and vehicles are maintained in good order and turned off when not in use.
82. The applicant has undertaken a Noise Assessment in respect of the development which has been assessed by the CPA's Noise Consultant. The results of this assessment demonstrate that for the locations surveyed, the noise levels associated with the site operations were below the site noise limit for day to day site operations i.e. below 50LAeq. Site noise is therefore regarded as satisfactory. The CPA's Noise Consultant has not objected to the development subject to maintaining the existing noise control on any permission granted.

³⁰ See condition 5 of planning permission Ref. SP08/0337

83. In conclusion therefore Officers are satisfied that, subject to the same noise condition, the development would not give rise to any significant adverse noise impacts on the environment or local community.
84. In respect of air quality (dust and vehicle emissions), the applicant has undertaken an assessment of the potential air quality impacts associated with the retention of the existing recycling activities for a further 10-year period.
85. The development involves the crushing and screening of inert construction, demolition and excavation waste. These activities are controlled through permits issued Spelthorne Borough Council which ensure that extensive dust control measures are included in the design, management and use of the plant/equipment. For example, the principle method for preventing dust emissions is containment of the dusty processes and suppression of dust using water. The suppression techniques proposed have been carefully designed in order to be effective including ensuring an adequate supply of water and adequate frost protection. Further, the applicant is required to visually monitor dust emissions, make regular inspections of the process and keep records. The records will be kept on site by the applicant for at least two years and made available for inspection. Where there is evidence of airborne dust from the process off the site, corrective action will be required to be taken without delay.
86. In this context the applicant's assessment identified that there were no highly dust sensitive receptors within 100m of the proposed activities. The nearest residential properties are over 350m to the south of the site and an analysis of wind patterns in the areas highlighted that northerly winds, which would be required to transport dust from the proposed activities to the nearest residential areas, only occur for approximately 6% of the year. The meteorological susceptibility of the application site can therefore be classed as very low.
87. Should there be any dust related incidents at the site, any potential dust emissions will be large particles that will deposit out easily within 100m and it is highly unlikely that any of the potentially dust sensitive properties will experience any increase in dust levels. In addition, the risk of any potential contribution to local air quality from the proposed activities can be classed as very low. A Spelthorne air quality monitoring station is situated 600m down-wind from the site.
88. The tight environmental permit controls on recycling operations, and effective site management techniques, should ensure that the likelihood of dust emissions is very low. The distance to dust sensitive receivers and their location in relation to prevailing winds will further ensure that the potential for dust nuisance is very low.
89. In respect of vehicle related emissions, the application site is close to Heathrow Airport and therefore the main source of air pollution in the area is likely to be from road traffic, Heathrow Airport and the range of commercial and transport activities.
90. The last review of local air quality undertaken by Spelthorne Borough Council was in 2015³¹. The report concluded that air quality in the area generally achieved UK Air Quality Standards, except for several areas which were likely to be experiencing exceedances of objectives for nitrogen dioxide (NO₂). These exceedances have been recorded for several years and the whole of Spelthorne Borough has been designated an Air Quality Management Area (AQMA) for annual mean NO₂ since 2000. The application site therefore falls within the Spelthorne NO₂ AQMA. The area is not designated an AQMA for particulates.

³¹ [Air Quality Updating and Screening Assessment Report for Spelthorne Borough Council, July 2015](#)

91. Spelthorne Borough Council previously had three automatic monitoring locations, all of which are located next to roads and residential properties and represent worst-case exposure. Only one monitoring location remains continuously monitored, at Oaks Road, which is located approximately 600m east of the application area on a residential street.
92. A summary of PM10 monitoring in the area indicate a general trend in reducing concentrations since 2006 and in the days where the mean concentration is elevated above 50µg/m³. Annual mean PM10 concentrations throughout the area are well below the annual average air quality objective of 40µg/m³ and with only 2 exceedances of the 50µg/m³ daily mean this too was well below the exceedance threshold.
93. There is no statutory obligation on councils to monitor fine particles (less than 2.5µm diameter), though it was monitored at the Oaks Road site in 2014 with an annual average concentration of 10.35µg/m³. This result is well below the Government's objective of 25µg/m³. Longer term levels at Oaks Road appear to show a gradual decline since 2003 though this trend is less discernible over the last 5 years.
94. Concentrations of nitrogen dioxide at the Oaks Road monitoring station were below the national air quality objective of 40µg/m³ with a result of 32.4 µg/m³ in 2014. This concentration is slightly lower than recorded in 2013 (34.5 µg/m³). Road transport accounts for most emissions from within Spelthorne for nitrous oxides (NO_x), and particulate matter (PM10 and PM2.5). Some 82% of NO_x emissions in Spelthorne for 2011 were attributed to roads, with 12% from domestic sources and only 3% from Heathrow sources.
95. Accordingly, Officers consider that the proposed development is unlikely to have an unacceptable impact on local amenity or the environment by way of dust and vehicle emissions subject to conditions seeking to limit the annual capacity of the development and vehicle movements to and from the site on a daily basis. Although some objectors have referred to the site having an unacceptable dust impact this is not borne out by the applicant's Air Quality Assessment or SCC's complaint records since the recycling operation commenced in 2011. SCC's Air Quality Consultant has not objected to the development on the basis that the effects of the proposed development are not likely to be significant.

Flood Risk

96. Paragraph 100 of the Framework states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Paragraph 103 explains that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere. Paragraph 109 of the Framework advocates that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution.
97. Consequently, paragraph 120 of the Framework states that in order to prevent unacceptable risks from pollution, planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.
98. The application site lies approximately 300m north of the King George VI and Staines reservoirs, about 100 m south of the Longford River (which has been artificially canalised), and some 1.2 km west of the River Colne. The site is identified as lying in

Flood Risk Zone 1 as such the site is at low risk of flooding. The site is over 1 hectare in size but is not hard surfaced.

99. Condition 10 of planning permission Ref. SP08/0377 required the submission and approval of surface water management drainage scheme. This scheme was submitted by the applicant and subsequently approved by SCC³².
100. The scheme was designed to ensure that surface waters are managed during operations and there is no increased risk of flooding. It seeks to intercept surface water flows within the inert recycling area, via a combination of open ditches, ponds, enclosed pipe networks and sealed sumps. All channels, attenuation ponds and piped networks were sized to accommodate 100 years flood flows including an allowance for climate change at 20%.
101. The approved Surface Water Drainage Scheme concluded that the recycling facility would not significantly alter the surface water runoff regimes within the site, or lead to a consequent increase in flood risk or derogation of water quality at the site or downstream. Officers consider that the approved scheme is still appropriate and would continue to be applied if the recycling area is permitted to be retained for an additional 10-year period. Planning conditions could be imposed on any permission granted seeking confirmation of site arrangements for surface water management.
102. Condition 10 of SP08/0337 also required measures to ensure that restored application site tied into the wider water management plan scheme for the restored quarry. Consequently, the drainage scheme for the restored quarry may require updating if the proposed amended restoration scheme for the former quarry site is permitted. This could be secured by way of conditions as the Lead Local Flood Authority has advised. However, it should be noted that the existing scheme demonstrates that mitigation measures can be put in place to manage the overall drainage of the restored site to acceptable levels.
103. Accordingly, subject to conditions, Officers conclude that retention of the recycling facility for an additional 10-year period would not result in significant adverse impacts as a result of surface flooding or surface water drainage.

Landscape and Visual Impact

104. Paragraph 56 of the Framework is clear that the Government attaches great importance to the design of the built environment. It explains that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. To this end paragraphs 63 and 64 state that great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area, and permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. Paragraph 109 of the Framework requires that the planning system contribute to and enhance the natural and local environment by protecting and enhancing landscapes.
105. The application area consists of bare ground with no existing vegetation. The site and surrounding land are relatively flat – around approximately 22m AOD. Tree and shrub vegetation is limited to the boundaries around the edge of the quarry. The vegetation screening around the quarry varies in thickness with the western and northern boundaries 10-15m wide plantation tree belts with mixed broadleaved trees to heights of 8-10m. No vegetation will be removed as a result of retaining the recycling facility.
106. The wider site has been worked for mineral since the 1960s, and more recently the application site area has accommodated temporary concreting and recycling activities

³² See approval notice Ref. SP11/1038 dated 3 April 2012

associated with the quarry and Heathrow Airport. The area is bounded and effectively screened by the vegetation and by the 3-5m soil bunds around the northern and eastern perimeter of the site. The southern boundary is open to the former quarry site, but stockpiles also limit views of the recycling site from inside the former quarry.

107. There is no public access to the former quarry at present and whilst it is being restored and the Southern Perimeter Road is private highway for Heathrow. The nearest public footpath lies to the south of the quarry site. Informal recreational space lies some 240m east of the application site in Stanwell village.
108. The application site is not covered by any landscape designations. The applicant has undertaken a Landscape and Visual Impact Assessment which assesses the retention of the proposed recycling facility for an additional ten year period and in summary, it concludes that the capacity of the local landscape around the development to accommodate retention of this activity is moderate to high. It considers that the development will have a short-medium term “transitory” or “temporary” effect upon the landscape and a longer “permanent” phase when the site is restored to agriculture.
109. The applicant’s assessment concludes that the landscape sensitivity of the site is low to negligible and for the operational life of the site the magnitude of impact on the landscape character is medium to low. The character of the surrounding area would be temporarily affected by the retention of the recycling site. However, this would only be perceptible from a local context when seen from the northern and western boundaries. The timescale for change is a medium duration – i.e. 10 years. No trees or vegetation will be lost and therefore the overall landscape impact is considered to be minor to minimal.
110. The County Landscape Architect considers that the capacity of the local landscape to accommodate the proposed development is high, and that the visual and landscape effects are well contained such that the proposal would not give rise to adverse landscape impacts.

Ecology

111. The law³³ places a duty Surrey County Council to consider biodiversity in the full range of their activities including determining planning applications. In this context paragraphs 109 and 118 of the Framework explain that the planning system should contribute to and enhance the natural and local environment, and in determining planning applications the CPA should aim to conserve and enhance biodiversity by applying the following principles: (a) If significant harm resulting from a development cannot be avoided³⁴, adequately mitigated, or as a last resort compensated for, then planning permission should be refused; (b) proposed development on land within or outside a SSSI likely to have an adverse effect on a SSSI³⁵ should not normally be permitted; (c) opportunities to incorporate biodiversity in and around developments should be encouraged; and (d) planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.

³³ Section 40 of the [Natural Environment and Rural Communities Act 2006](#)

³⁴ Through locating on an alternative site with less harmful impacts

³⁵ Either individually or in combination with other developments

112. The application site is not covered by any nature conservation designations although some designations apply to the wider quarry site. The application site is to be restored to agricultural land as proposed by planning application Ref. SP17/00118/SCC³⁶.
113. The applicant undertook a recent³⁷ ecological walkover survey of the application site which included assessment of the operational and boundary areas of the site. The findings of this assessment are that the continued operation of recycling facility is unlikely to have any adverse impacts on nature conservation habitats or fauna. Although as a mitigation measure it is recommended that the perimeter vegetation along the northern and western boundaries of the quarry is not cut back during the bird nesting season – i.e. 1 March to 31 August. This restriction can be brought to the attention of the applicant by the imposition of an informative on any permission granted.
114. The application site is at sufficient distance from the national and international birdlife designations to the west and south west of the quarry or the local SNCIs within the quarry for it to have any adverse affects which could be considered to be unacceptable. The County Ecologist, along with other relevant consultees, has not raised objection to the development on nature conservation or ecological grounds.

Heritage Assets

115. Notwithstanding the policy requirements and guidance relating to heritage assets discussed in the following paragraphs, s66 and s72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 are material to the determination of the subject planning application. In respect of listed buildings s66 requires that SCC, in considering whether to grant planning permission for development which affects a listed building or its setting, have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. In respect of Conservation Areas s72 requires that SCC, with respect to any buildings or other land in a conservation area, pay special attention to the desirability of preserving or enhancing the character or appearance of that area.
116. The Framework explains at paragraph 126 that heritage assets³⁸ are an irreplaceable resource that should be conserved in a manner appropriate to their significance. Paragraph 132 of the Framework 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. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Paragraph 133 of the Framework is clear that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, the SCC should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Whilst paragraph 134 outlines 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.
117. Historic England has published a series of guidance notes³⁹ to assist in the determination of planning applications that could have an impact on heritage assets. Advice Note 3, at paragraph 4, recognises that the extent of a setting cannot have a fixed boundary and

³⁶ Non-compliance with conditions 1 and 2 of planning permission Ref. SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration phasing plan previously approved

³⁷ In October 2016

³⁸ Including archaeological resources

³⁹ 'Good Practice Advice in Planning: 2 Managing Significance in Decision-Taking in the Historic Environment', July 2015 and 'Good Practice Advice in Planning: 3 The Setting of Heritage Assets', July 2015

may alter over time due to changes in circumstance. Whereas paragraph 5 explains that views can contribute to setting of heritage assets e.g. viewing points or where a view is a fundamental aspect of the design of the asset or where assets were meant to be seen by one another for aesthetic, functional, ceremonial or religious reasons. Advice Note 2, at paragraph 4, explains that the first step in assessing the impact a development proposal may have on a designated heritage is to understand the significance of any affected heritage asset and, if relevant, the contribution of its setting to its significance. The significance of a heritage asset is the sum of its archaeological, architectural, historic and artistic interest.

118. The application site itself is not covered by any historic designations and the wider quarry site has previously been worked for sand and gravel and so any archaeological assets are likely to have been destroyed. Stanwell Place house and its parkland gardens once stood to the south-west of the recycling facility, but these have largely been destroyed by the previous mineral operations.
119. Nothing remains of the house and little remains of the garden. Although along the western boundary of the application site a number of trees, many of which are former parkland specimen trees, have been protected by preservation orders. The proposed restoration scheme⁴⁰ for the wider quarry site seeks to protect and enhance the heritage features of these parkland specimen trees. The scheme also seeks to supplement the Victorian lake within the southern part of the quarry with a new channel, re-instated in part along the original line of a 17th century channel. The walled garden are in the south of the quarry will be included within the boundaries of the extended Aftercare and Management Plan area so as to ensure conservation of the reinstated garden until such time as its long-term future can be secured. Further reference to the application site's previous historic garden and parkland setting has been made in the proposed restoration by inclusion of an orchard area in the south of the restored quarry.
120. The nearest listed building are the gates at East Lodge off Park Road, which are Grade II listed, but they are over 300m from the recycling operation with trees and urban development in-between. For these reasons Officers do not consider that there would be any adverse impact on their setting as a result of the proposed development. Similarly Stanwell Conservation Area lies some 500m to the south-east of the application site, with intervening urban development, and therefore Officers do not consider that there would be any adverse impact on its character or setting as a result of the proposed development. Similarly, the County's Archaeologist, Historic Buildings Officer and Historic England have not raised any concern in relation to the proposed development.

Environment and Amenity Conclusion

121. Having regard to paragraphs 68 to 120 above Officers consider that, subject to conditions, the proposed development satisfies policies DC2 and DC3 of the Surrey Waste Plan 2008, saved policy RU11 of the Spelthorne Local Plan 2001, and policies SP6, SP7, EN3, EN6 and EN8 of the Spelthorne Core Strategy and Policies Development Plan Document 2009.

METROPOLITAN GREEN BELT

Development Plan Policy

Surrey Waste Plan 2008

Policy CW6 – Green Belt

Saved Policies of the Spelthorne Local Plan 2001 (SLP)

Policy GB1 – Green Belt

Policy Context

⁴⁰ See planning application Ref. SP17/00118/SCC

122. Paragraph 79 of the Framework explains that the fundamental aim of Green Belt policy is to keep land permanently open, whilst paragraph 80 lists the five purposes of Green Belts: (a) to check unrestricted sprawl of large built-up areas; (b) to prevent neighbouring towns merging into one another; (c) to assist in safeguarding the countryside from encroachment; (d) to preserve the setting and special character of historic towns; and (e) to assist in urban regeneration, by encouraging the recycling or derelict and other urban land. Accordingly, at paragraph 88, the Framework advocates that SCC should ensure that substantial weight is given to any harm to the Green Belt and that very special circumstances will not exist unless the harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
123. Paragraphs 89 and 90 of the Framework discuss what types of developments are 'appropriate' in Green Belt locations. Waste-related development is not included in paragraphs 89 and 90 and therefore, as with previous Green Belt Policy⁴¹, waste related development is 'inappropriate development' in the Green Belt. The construction of new buildings in the Green Belt are also 'inappropriate' unless they are appropriate facilities for outdoor sport and outdoor recreation and they preserve the openness of the Green Belt and do not conflict with the purposes of including land within it.
124. Policy CW6 of the Surrey Waste Plan 2008 states that there is a presumption against inappropriate waste related development in the Green Belt except in very special circumstances. Very special circumstances to justify inappropriate development in the Green Belt will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. The policy outlines that the following considerations may contribute to very special circumstances: (a) the lack of suitable non-Green Belt sites; (b) the need to find locations well related to the source of waste arisings; (c) the characteristics of the site; and (d) the wider environmental and economic benefits of sustainable waste management including the need for a range of sites.
125. Policy GB1 of the SLP states that development will not be permitted which would conflict with the purposes of the Green Belt and maintaining its openness.

Evaluation

126. The proposed temporary development is to be located within north-west Surrey adjacent to Heathrow Airport and on an unrestored mineral working. It includes a range of supporting infrastructure including a site office⁴²; staff welfare facilities⁴³; a weighbridge; two storage containers; a container quarantine facility; 6 x items of screening/crushing plant; a wheel wash; the operation of excavators; the parking of HGVs and staff vehicles; and several stockpiles up to 8m high.
127. Consequently, the development proposed would introduce structures, works and activities to land where they would adversely impact the openness of the Green Belt. However, given the location and nature of the application site and the site-specific proposal Officers accept that the proposal would not result in urban sprawl, lead to the merging of neighbouring towns, encroach on the countryside, or undermine the setting and special character of historic towns. For the same reasons Officers do not consider that the development would undermine urban regeneration. To the contrary, the proposed development would facilitate restoration of an existing mineral working in the urban area of Spelthorne thereby enhancing the local environment and restoring openness to this area of the Green Belt.

⁴¹ Planning Policy Guidance 2 – Green Belts

⁴² Double stacked portakabin

⁴³ A drying room (container unit); WC (container unit); and mess room (container unit)

128. Nevertheless, there is a presumption against the grant of consent for the proposed development except in very special circumstances. Very special circumstances to justify the development in the Green Belt will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

Other Harm

129. The potential for other harm has been assessed earlier in this report with regard to highways, traffic and access; air quality and noise; flood risk; landscape and visual impact; ecology; and heritage assets. Subject to conditions Officers do not consider that the development would result in any unacceptable impact in these respects. Similarly, subject to conditions, Statutory Consultees have not raised concern in respect of the development.

Very Special Circumstances

130. The applicant considers that the very special circumstances exist not by one single factor, but by a combination of the following considerations:

- a) Need for aggregate recycling sites in Surrey to meet the Minerals Plan 2011 2016 and 2026 targets of 0.8mtpa and 0.9mtpa of recycled aggregates respectively;
- b) That the facility helps recycle construction and demolition wastes and moves the waste up the hierarchy by recycling them and making them be available to be reused as concreting aggregates or construction base materials;
- c) The particular characteristics of the temporary facility and location: that it is an existing temporary facility with mitigation and management measures in place; retention of the facility will not cause any additional harm over and above that already created other than the delay in returning the site for an additional ten year period to its former agricultural use; the harm to openness by permitting this temporary non permanent use would be limited by time; and the site is well located to waste arising in NW Surrey and in particular Heathrow Airport, and is well served by the primary/strategic road network;
- d) Need to find aggregate recycling locations near to one of the main sources of construction and demolition waste arising in Surrey and west London. Heathrow Airport is an important source of construction and demolition waste arising in this area. The application site neighbours the airport and is able to take in a large amount of this waste generated and recycle it for re-use in Heathrow Airport itself and other infrastructure and construction projects. The location of the development is particularly important as materials can be brought into and taken back off to Heathrow Airport without travelling any great distance and all on private road;
- e) Lack of alternative available non-Green Belt sites in the locality and lack of existing Green Belt sites with capacity and suitable characteristics. As such the applicant has not been able to identify any other suitable non-Green Belt sites or any other suitable Green Belt sites (temporary or permanent) in the vicinity which could accommodate this recycling capacity or without generating additional HGV movements on public roads over a greater distance;
- f) The husbanding of the void space at Stanwell Quarry and the provision of residual infill materials and soils to restore the former Stanwell Quarry site;
- g) To help deliver the restoration of the former mineral site at the former Stanwell Quarry. The former mineral site is in the Green Belt and mineral working and site restoration is not regarded as inappropriate development in the Green Belt. The

proposed restoration using inert wastes and soils will restore the site and retain openness;

- h) The delivery of an enhanced restoration scheme at the former Stanwell Quarry, which would be combined through the signing of a Section 106 Agreement for the delivery of a 25 year long term management plan for some 15ha of the former quarry site. The ability of the applicant to deliver such an enhanced restoration scheme (double the existing area) will only be possible if the temporary recycling operation is retained for an additional 10 year period first because additional fill and soils are required and secondly to provide for the enhanced restoration and management of a significantly larger area.

Green Belt Conclusion

131. The proposed aggregate recycling facility is a temporary use of the land concerned, commensurate with the remaining life of the former quarry, and once restored, this would preserve the openness of the Green Belt in the long term.

132. As the development is inappropriate development in the Green Belt it can only be permitted as an exception to policy.

133. Officers consider that factors exist which amount to very special circumstances necessary to clearly outweigh the harm by reason of inappropriateness and loss of openness. These factors comprise: (a) need to maintain the supply of recycled and secondary aggregates in the short term in accordance with the MCS; (b) the facilitation of the timely and enhanced restoration of Stanwell Quarry including the long-term management of a 15ha area of the quarry; (c) the lack of suitable alternative non-Green Belt sites in the locality⁴⁴ to accommodate the development; and (d) the wider environmental and economic benefits of the sustainable management of waste in accordance with the Waste Hierarchy. In terms of other harm, this has also been assessed above, and Officers consider that there is no other harm, subject to the imposition of conditions.

134. Accordingly, Officers consider that the development complies with the policy CW6 of the SWP and policy GB1 of the SLP and an exception to Green Belt policy can be made and temporary permission granted.

HUMAN RIGHTS IMPLICATIONS

135. The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.

136. Officers do not consider that the proposal engages any Convention rights.

CONCLUSION

137. The application which is the subject of this report seeks planning permission for the retention of an extended recycling operation⁴⁵ within Stanwell Quarry for an additional period of 10-years so as to generate the necessary volume of restoration material to fully complete restoration of the mineral working. The aggregate recycling facility is proposed to be located within north-west Surrey adjacent to Heathrow Airport on an unrestored mineral working. The nearest residential properties are over 350m to the south of the site, which is identified as lying in Flood Risk Zone 1 as such the site is at low risk of

⁴⁴ See paragraphs 7.14 to 7.30 of the relevant Planning Statement dated November 2016

⁴⁵ An area of some 5.3ha as opposed to the original 2.9ha originally permitted by planning permission Ref. SP08/0337

flooding. The application site is not covered by any nature conservation or landscape designations and is to be restored to agricultural land as proposed by planning application Ref. SP17/00118/SCC⁴⁶.

138. The applicant has explained that in 2011 the volume of suitable material required to deliver full restoration of the quarry was around 250,000m³ i.e. a fill rate of about 50,000m³ per annum over the relevant 5-year period. Since 2011 some 105,000m³ of suitable restoration material has been placed in the quarry void. Consequently, some 145,000m³ of suitable material is still required to complete the restoration of the quarry. About 30,000m³ of restoration material presently forms the base of and bunds for the recycling area which would ultimately be used in the restoration of the quarry. In effect therefore about 115,000m³ of suitable restoration material is required to fully restore the quarry.
139. In the absence of site-derived restoration materials, the remaining materials necessary will need to be sourced from some form of recycling operation on or off the application site. Based on an average manufacturing rate of restoration material of between 10,000m³ to 15,000m³ per annum, and a remaining restoration requirement of some 115,000m³, restoration of the quarry should be completed within 10-years should permission be granted for the proposed development.
140. Various mitigation measures are used to reduce any adverse impacts of the recycling operation on the local community of Stanwell. Stockpiles are positioned close to the recycling plant areas and the nearest sensitive receptors and a 5m high bund abuts the properties of Gibson Place to the south east of the quarry. Additionally, crushing and screening activities are controlled through environmental permits which ensure that extensive dust control measures are included in the design, management and use of the plant/equipment including the suppression of dust using water, regular visual inspections and the keeping of records. There have been no complaints in relation to the recycling operations at Stanwell quarry since it began operating in 2011 despite the fact that additional numbers of machinery and equipment have been used.
141. The applicant's noise assessment demonstrates that the noise levels associated with the site operations are below the site noise limit for day to day site operations i.e. below 50LAeq. Site noise is therefore regarded as satisfactory. The CPA's Noise Consultant has not objected to the development subject to maintaining the existing noise control on any permission granted. Having regard to the applicant's Air Quality Assessment Officers do not consider, subject to conditions, that the development would have an unacceptable impact on local amenity or the environment in terms of dust and vehicle emissions.
142. The current planning permission associated with the site restricts movements to and from the site using the public highway to 80 HGV movements per day. These movements are based on the 100,000m³ of aggregate that is recycled on the application per annum. The majority of this waste is sourced from Heathrow Airport⁴⁷ and about half of the recycled material produced is then reused at Heathrow Airport with the remaining half used at other sites including works relating to the M3 motorway widening and west London infrastructure projects. The existing arrangements relating to vehicle movements and access are to be maintained by the applicant. The County Highway Authority have not raised objection to the development subject to securing these existing arrangements by way of conditions.

⁴⁶ Non-compliance with conditions 1 and 2 of planning permission Ref. SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration phasing plan previously approved

⁴⁷ About 75%

143. The development has an existing approved surface water management plan which ensures that surface waters are managed during operations and that there is no increased risk of flooding. It seeks to intercept surface water flows within the inert recycling area, via a combination of open ditches, ponds, enclosed pipe networks and sealed sumps which are sized to accommodate 100 years flood flows including an allowance for climate change at 20%. As advised by the Lead Local Flood Authority, conditions can be imposed on any permission granted seeking confirmation that these measures are operating effectively.
144. The nearest listed building are the gates at East Lodge off Park Road, which are Grade II listed, but they are over 300m from the recycling operation with trees and urban development in-between. Similarly Stanwell Conservation Area lies some 500m to the south-east of the application site, with intervening urban development. For these reasons Officers do not consider that the proposed development would have any adverse impact on Listed Buildings in proximity to the application site or the Stanwell Conservation Area. Similarly, SCC's Historic Buildings Officer and Archaeologist have not raised objection to the development.
145. The applicant's ecological survey of the application demonstrates that the continued operation of recycling facility is unlikely to have any adverse impacts on nature conservation habitats or fauna within the application site. Further, the application site is at sufficient distance from the national and international birdlife designations to the west and south west of the quarry or the local SNCIs within the quarry for it to have any adverse affects which could be considered to be unacceptable. The County's Ecologist has not objected to the development on nature conservation or ecological grounds.
146. The applicant's landscape and visual impact assessment concludes that the character of the surrounding area would be temporarily affected by the retention of the recycling site. However, this would only be perceptible from a local context when seen from the northern and western boundaries. No trees or vegetation will be lost as a result of the development and therefore the overall landscape impact is considered to be minor to minimal. The County Landscape Architect considers that the capacity of the local landscape to accommodate the proposed development is high, and that the visual and landscape effects are well contained such that the proposal would not give rise to adverse landscape impacts.
147. Notwithstanding the environmental and amenity implications of the development, Officers consider that factors exist which amount to very special circumstances necessary to clearly outweigh the harm by reason of inappropriateness and loss of openness. These factors consist of: (a) need to maintain the supply of recycled and secondary aggregates in the short term in accordance with the MCS; (b) the facilitation of the timely and enhanced restoration of Stanwell Quarry including the long-term management of a 15ha area of the quarry; (c) the lack of suitable alternative non-Green Belt sites in the locality⁴⁸ to accommodate the development; and (d) the wider environmental and economic benefits of the sustainable management of waste in accordance with the Waste Hierarchy. In terms of other harm, this has also been assessed above, and Officers consider that there is no other harm, subject to the imposition of conditions.
148. Officers therefore consider that the development complies with the policy CW6 of the SWP and policy GB1 of the SLP and an exception to Green Belt policy can be made and temporary permission granted.

RECOMMENDATION

149. Officers recommend that planning application Ref. SP17/00113/SCC be **PERMITTED** subject to the following conditions and informatives:

⁴⁸ See paragraphs 7.14 to 7.30 of the relevant Planning Statement dated November 2016

Conditions:

1. The development hereby permitted shall be carried out in all respects in accordance with the following plans/drawings:

Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

Drawing Ref. P5/227/11 Site Location Plan dated November 2016

Drawing Ref. P5/227/10 Site Layout Plan dated November 2016

2. The development hereby permitted shall cease no later than 10-years from the date of this permission, and all plant, machinery and other supporting infrastructure shall be removed and the site restored in accordance with Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017.
3. Access to and from the site will be from the Southern Perimeter Road only. No other access to the site shall be used.
4. No lights shall be illuminated nor shall any operations or activities related to the development hereby permitted by undertaken outside of the following hours: 0700 to 1900 hours Mondays to Fridays; and 0700 to 1300 hours on Saturdays. There shall be no working on Sundays or any holiday. This condition shall not prevent the carrying out of emergency operations including the maintenance of plant and machinery but these are to be notified to the County Planning Authority in writing within 7 working days.
5. The development hereby permitted shall not create a noise level which exceeds 50 LAeq (30 minutes fee field) when measured at, or recalculated at any noise sensitive property.
6. There shall be no more than 80 HGV movements associated with the site and public highway per day.
7. No stockpiles of materials stored on site shall exceed 8 metres in height.
8. Lighting schemes required to facilitate the development shall be of a flat glass, full cut off design, mounted horizontally, and shall ensure that there is no light spill above the horizontal.
9. Within 6 months of the date of this permission the following documentation shall be submitted to the County Planning Authority for approval so as to demonstrate that the existing surface water drainage system functions efficiently and has adequate capacity: (a) evidence of the maintenance of the existing surface drainage network including ditches and lagoons; (b) evidence that the settlement lagoon has capacity to take surface water runoff from the site for the duration of the extended period of recycling; and (c) an as-built drawing of the existing surface water drainage system. The approved details shall be implemented and maintained for the duration of the development hereby permitted.

Reasons:

1. For the avoidance of doubt and in the interests of proper planning.
2. So as to comply with the terms of the application.
3. To comply with the terms of the application and in the interests of highway safety and capacity in accordance with policy DC3 of the Surrey Waste Plan 2008.

4. So as to comply with the terms of the application and in the interests of local amenity in accordance with policy DC3 of the Surrey Waste Plan 2008.
5. In the interests of local amenity in accordance with policy DC3 of the Surrey Waste Plan 2008.
6. So as to comply with the terms of the application and in the interests of highway safety and capacity in accordance with policy DC3 of the Surrey Waste Plan 2008.
7. So as to comply with the terms of the application and in the interests of local amenity in accordance with policy DC3 of the Surrey Waste Plan 2008.
8. In the interests of local amenity in accordance with policy DC3 of the Surrey Waste Plan 2008.
9. To ensure existing surface water drainage system is maintained throughout its lifetime to an appropriate standard, and that the existing surface water system has been built in accordance with Drawing Ref. TQ0474_CAW-D_031111_A Surface Water Drainage Scheme dated November 2011 approved by consent Ref. SP11/1038 dated 3 April 2012.

Informatives:

1. Attention is drawn to the requirements of Sections 7 and 8A of the Chronically Sick and Disabled Persons Act 1970 and to the Code of Practice for Access of the Disabled to Buildings (British Standards Institution Code of Practice BS 8300:2009) or any prescribed document replacing that code.
2. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.
3. Any works to be carried out which will affect the flow or storage of water within, or which place or alter a structure/obstruction within an ordinary watercourse will require Ordinary Watercourse Consent. These can include permanent or temporary structures or works. An 'ordinary watercourse' is a watercourse that is not part of a main river and includes rivers, streams, ditches, drains, cuts, culverts, dikes, sluices, sewers (other than public sewers within the meaning of the Water Industry Act 1991) and passages, through which water flows. Consent within Surrey is issued by the Sustainable Drainage and Consenting Team within Surrey County Council. The team can provide information on the requirements for consent and the application procedure and is contactable by email on SuDS@surreycc.gov.uk. Please note consent cannot be issued retrospectively. Works affecting designated Main River require consent from the Environment Agency.
4. The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (Section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or is being built. Planning consent for a development does not provide a defence against prosecution under this Act.
5. Trees and scrub are likely to contain nesting birds between 1 March and 31 August inclusive. Trees and scrub are present on the application site and are assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity during this period and shown it is absolutely certain that nesting birds are not present.
6. The Applicant's attention is drawn to the potential need to enter into discussions with the Environment Agency as to whether any existing Environmental Permit for the site requires amendment. Information on Environmental Permits can be obtained from the

following website: <https://www.gov.uk/topic/environmental-management/environmental-permits>

7. In determining this application the County Planning Authority has worked positively and proactively with the applicant by: entering into pre-application discussions; scoping of the application; assessing the proposals against relevant Development Plan policies and the National Planning Policy Framework including its accompanying technical guidance and European Regulations providing feedback to the applicant where appropriate. Further, the County Planning Authority has: identified all material considerations; forwarded consultation responses to the applicant; considered representations from interested parties; liaised with consultees and the applicant to resolve identified issues; and determined the application within the timeframe agreed with the applicant. Issues of concern have been raised with the applicant including impacts on air quality and dust and addressed through negotiation and acceptable amendments to the proposals. The applicant has also been given advance sight of the draft planning conditions. This approach has been in accordance with the requirements of paragraphs 186-187 of the National Planning Policy Framework 2012.

CONTACT

Dustin Lees

TEL. NO.

020 8541 7673

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

Government Guidance

[National Planning Policy Framework 2012](#)

[Planning Practice Guidance](#)

The Development Plan

[Surrey Waste Plan 2008](#)

[Surrey Minerals Plan Core Strategy Development Plan Document \(DPD\) 2011](#)

[Surrey Minerals Plan Site Restoration Supplementary Planning Document \(SPD\) 2011](#)

[Aggregates Recycling Joint DPD 2013](#)

[Saved policies of the Spelthorne Local Plan 2001](#)

[Spelthorne Core Strategy and Policies Development Plan Document 2009](#)

Other Documents

[Waste Management Plan for England 2013](#)

[National Planning Policy for Waste 2014](#)

[Surrey County Council Annual Aggregates Assessment December 2016](#)

[Air Quality Updating and Screening Assessment Report for Spelthorne Borough Council, July 2015](#)

[The Natural Environment and Rural Communities Act 2006](#)

[Planning \(Listed Buildings and Conservation Areas\) Act 1990](#)

['Good Practice Advice in Planning: 2 Managing Significance in Decision-Taking in the Historic Environment', July 2015](#)

['Good Practice Advice in Planning: 3 The Setting of Heritage Assets', July 2015](#)

<p style="text-align: center;">Site Location</p> <p>Scale 1:36,804</p>	<p>Stanwell Recycling, Stanwell Quarry, Stanwell Moor Road, Stanwell, Surrey TW19 6AB</p> <p>Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.</p> <p>Application No(s): SP17/00113/SCC</p> <p>Electoral Division(s): Stanwell & Stanwell Moor</p>
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505,430 174,862

504,902 174,436

Application Site Area

<p>GRID NORTH</p>	<p>Ref No: SCC REF 2016/0207</p> <p>Date printed: 19/06/2017</p>	<p>0 10 20 40 60 80 100 120 140 Metres</p>	<p>Scale 1:2,750</p>
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2012-13 Aerial Photos

Aerial 1 : Stanwell Recycling



2012-13 Aerial Photos

Aerial 2 : Stanwell Recycling, Stanwell



Figure 1 : Site Office and Weighbridge Area



Figure 2 : Vehicle Parking and Maintenance Area



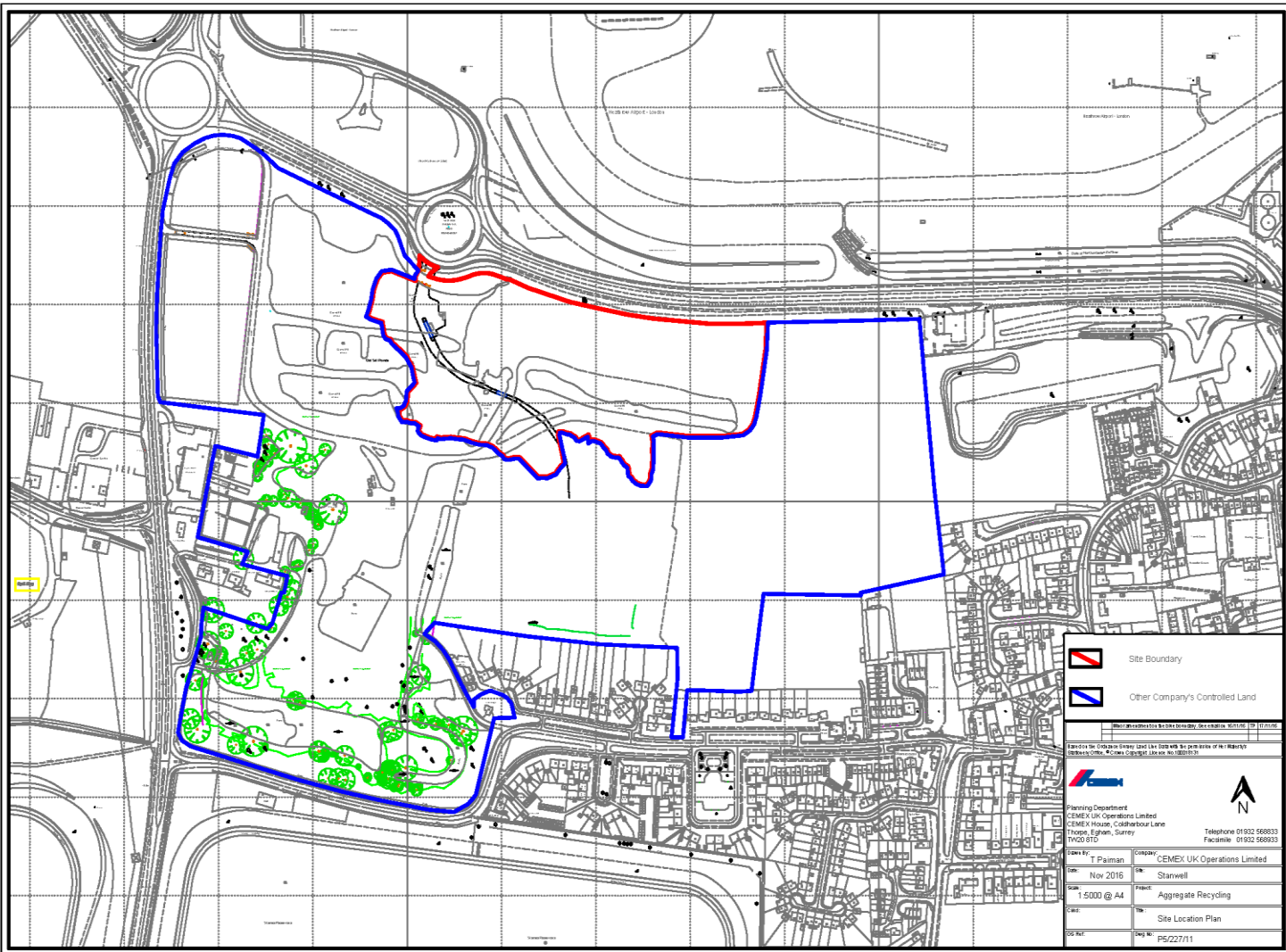
Figure 3 : Typical Recycling Operations 1



Figure 4 : Typical Recycling Operations 2



Figure 5 : Site Location Plan dated November 2016

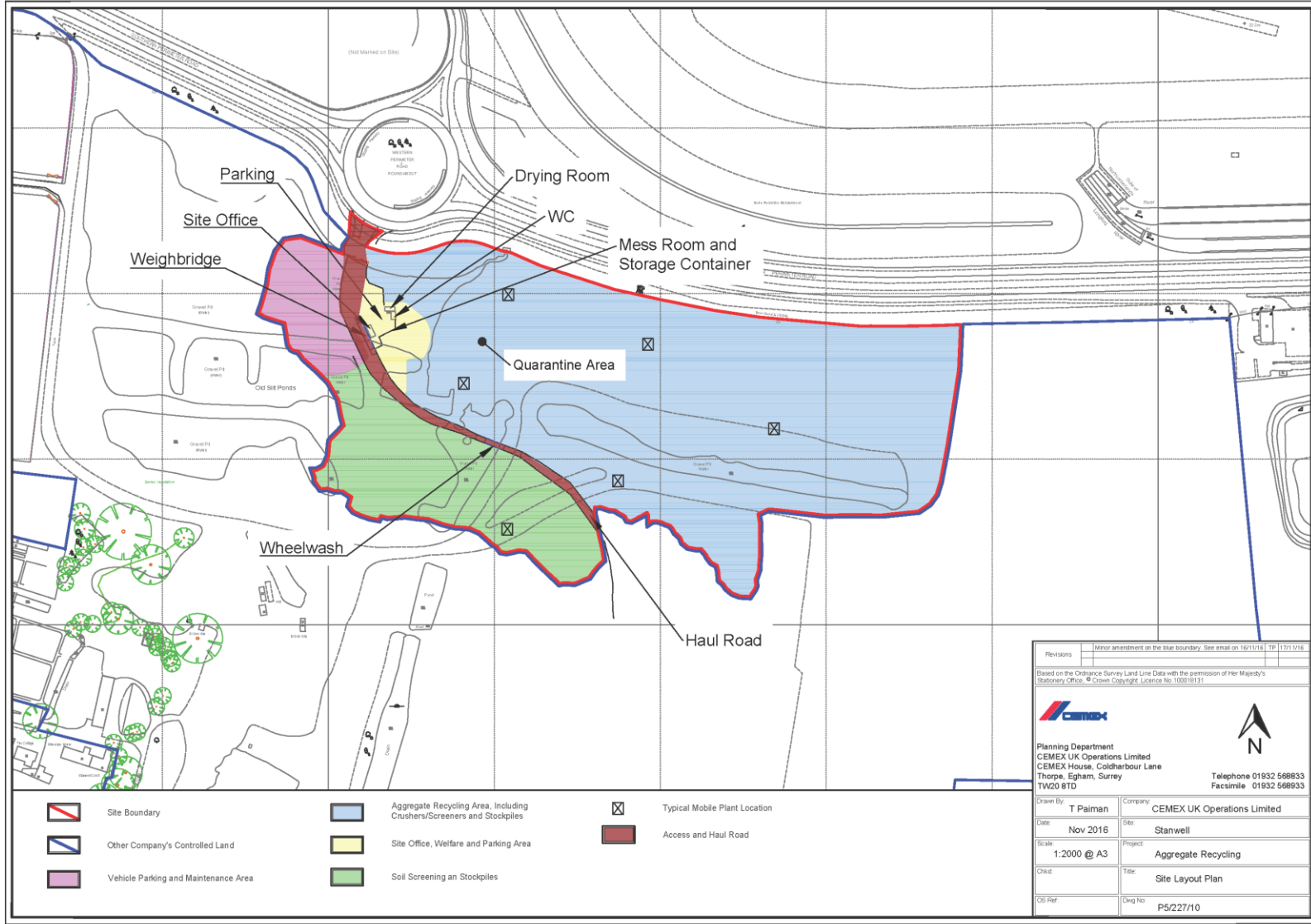


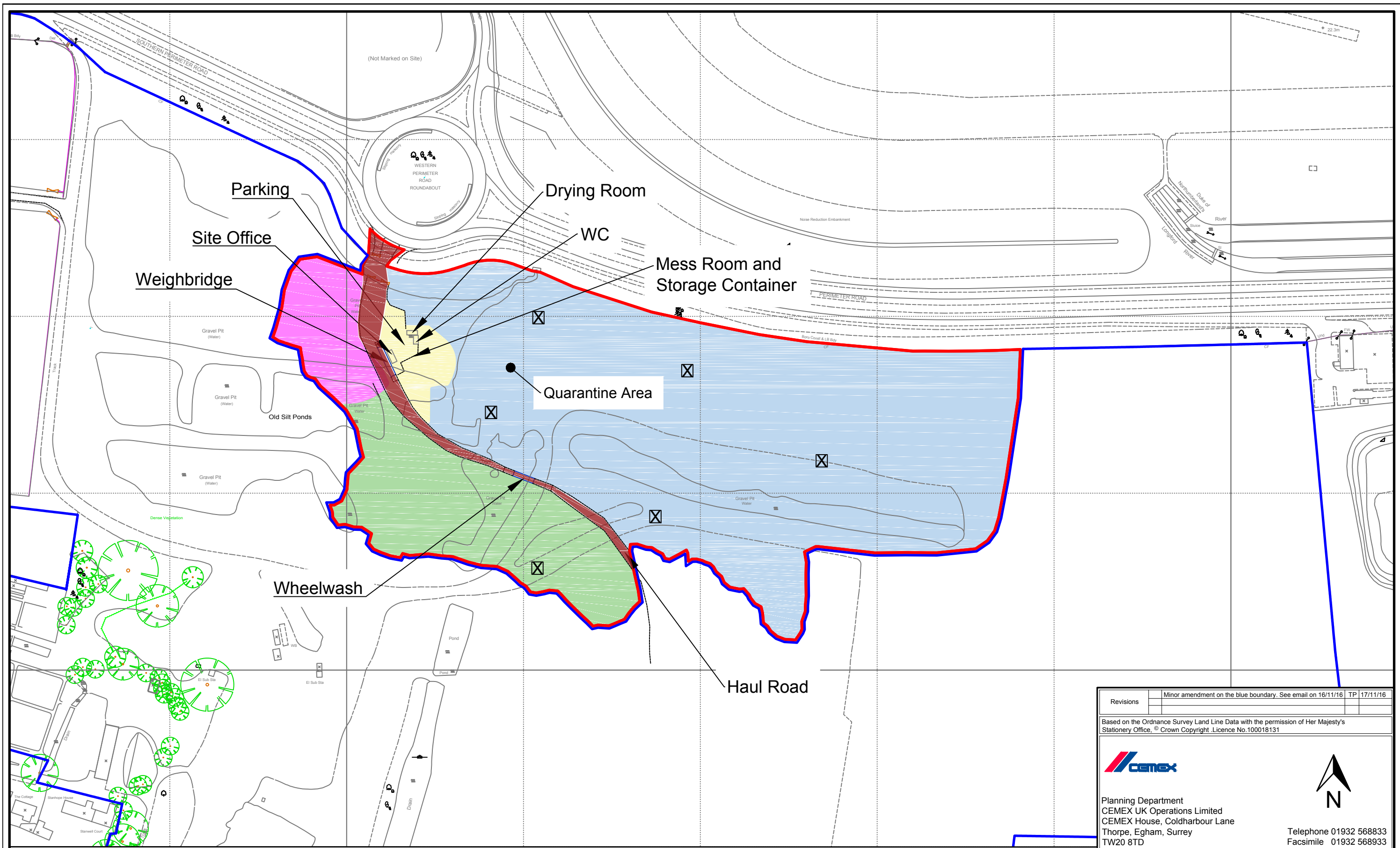
Page 115



Figure 6 : Site Layout Plan dated November 2016



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



Revisions	Minor amendment on the blue boundary. See email on 16/11/16	TP	17/11/16

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Planning Department
 CEMEX UK Operations Limited
 CEMEX House, Coldharbour Lane
 Thorpe, Egham, Surrey
 TW20 8TD

Telephone 01932 568833
 Facsimile 01932 568933

	Site Boundary		Aggregate Recycling Area, Including Crushers/Screeners and Stockpiles		Typical Mobile Plant Location
	Other Company's Controlled Land		Site Office, Welfare and Parking Area		Access and Haul Road
	Vehicle Parking and Maintenance Area		Soil Screening an Stockpiles		

Drawn By:	T Paiman	Company:	CEMEX UK Operations Limited
Date:	Nov 2016	Site:	Stanwell
Scale:	1:2000 @ A3	Project:	Aggregate Recycling
Chkd:		Title:	Site Layout Plan
OS Ref:		Dwg No:	P5/227/10

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TO: PLANNING & REGULATORY COMMITTEE **DATE:** 12 JULY 2017
BY: PLANNING DEVELOPMENT TEAM MANAGER
DISTRICT(S) SPELTHORNE BOROUGH COUNCIL **ELECTORAL DIVISION(S):**
Stanwell & Stanwell Moor
Mr Robert Evans

PURPOSE: FOR DECISION **GRID REF:** 505096 174526

TITLE: MINERALS REF. SP17/00118/SCC - STANWELL QUARRY, STANWELL MOOR ROAD, STANWELL, SURREY TW19 6AB

SUMMARY REPORT

Stanwell Quarry, Stanwell Moor Road, Stanwell, Surrey TW19 6AB

Non-compliance with Conditions 1 and 2 of planning permission ref: SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration and phasing plans previously approved.

The application which is the subject of this report seeks to amend the restoration scheme previously approved for the quarry, extend the management plan area, and extend the period of time to complete the restoration of the quarry for a further 10-years.

Mineral extraction from the application site has ceased and to date about 1/3 of the quarry has been restored using locally sourced inert waste material. The restored areas include a large area of agricultural land to the east, an area of wetland ecological restoration to the south and further agricultural land in the west adjoining the A3044.

Insufficient restoration soils were retained on site in the initial phases of the quarry to complete restoration. Consequently, in order to resolve the shortage of restoration materials planning permission was granted in 2011 by Surrey County Council for a temporary five-year recycling operation on 2.9ha of the site for the production of restoration materials and recycled aggregates for export.

The applicant explains that this recycling operation has been very successful and has produced materials to fill the void space and see restoration progress. Since 2011 some 105,000m³ of restoration material has been placed in the quarry void. However, the recovery of soil forming materials has been slower than expected, due predominantly to the success of the recycling operation and its ability to recover recycled aggregates for reuse elsewhere off-site and in particular at Heathrow Airport. Based on an average manufacturing rate of restoration material of between 10,000m³ to 15,000m³ per annum, and a remaining restoration requirement of some 115,000m³, restoration of the quarry should be completed within 10-years.

In order to compensate for the delay in restoration the applicant is now proposing enhanced nature conservation areas and to create and manage priority biodiversity habitats. The proposed schemes also seek to provide a new public footpath through the western half of the restored site and improved parkland landscaping for historic and amenity reasons. The management scheme offers a 25-year management plan area covering an area of 15ha which is to be secured by way of a revised s106 legal agreement. The proposed restoration and management schemes are supplemented by a 5-year Agricultural Aftercare Scheme, Boundary Vegetation Management Scheme and a Bird Management Plan.

Although Officers are disappointed that restoration of the mineral working has not been completed as previously envisaged, the application site should not be left unrestored and therefore in a degraded state. Similarly, having regard to the Waste Hierarchy, it would not be sustainable and therefore acceptable to simply dispose of inert waste into the remaining void for the sake of a swift restoration.

The applicant has provided a reasonable explanation as to why the previously permitted timetable for restoration has not been achieved, demonstrated why a further 10-year period for completion of restoration works is reasonably necessary, and committed to only disposing residual inert waste which could not otherwise be prepared for reuse, recycled or recovered for the purposes of restoration. Consequently, Officers consider that 26 October 2027 would be the earliest opportunity for full and proper restoration of the quarry having regard to the volume of restoration material to be produced annually and the complexity and diversity of the proposed restoration scheme.

Further, Officers consider that in assessing the proposed changes to the restoration scheme as a whole, the enhanced restoration scheme and the significantly large management plan area that will be subject to a 25-year aftercare and management scheme and secured by legal agreement, would be of greater benefit to the local community and environment, including the openness of the Green Belt, than the previously approved restoration and management scheme. Officers also consider that the extended management area and enhanced restoration scheme compensate for the delay in fully restoring the mineral working within previously approved timescales.

Statutory consultees have not raised any technical objections to the proposal subject to conditions in the case of surface water management, and limited concern has been raised by interested parties none of which concern the delay to restoration of the quarry. One interested party is fully supportive of the revised scheme.

The recommendation is that planning application Ref. SP17/00118/SCC be PERMITTED subject to a revised s106 legal agreement and conditions.

APPLICATION DETAILS

Applicant

CEMEX UK Operations Limited

Date application valid

13 January 2017

Period for Determination

19 July 2017

Amending Documents

Drawing Ref. P5/227/7A Interim Restoration and Phasing dated 24 April 2017

Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

Drawing Ref. P5/227/13A Boundary Vegetation Management Scheme dated 24 April 2017
Bird Management Plan dated April 2017

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Need for Extension of Time	Yes	40 - 54
Restoration and Management	Yes	55 - 84

ILLUSTRATIVE MATERIAL

Site Plan

Drawing Ref. P5/227/7A Interim Restoration and Phasing dated 24 April 2017

Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

Drawing Ref. P5/227/13A Boundary Vegetation Management Scheme dated 24 April 2017

Aerial Photographs

Aerial 1 – Stanwell Quarry

Aerial 2 – Stanwell Quarry

Aerial 3 – Stanwell Quarry

Site Photographs

Figure 1 – Phase 1A and 1B looking South East

Figure 2 – Looking across the quarry to the South West

Figure 3 – Looking North towards Phases 3A and 3B

Figure 4 – Looking South West towards Phases 2B and 2C

Figure 5 – South Eastern boundary of quarry

BACKGROUND

Site Description

1. The application site is a partly restored sand and gravel quarry to the south of the Southern Perimeter Road which feeds Heathrow Airport. It is located to the east of the A3044 Stanwell Moor Road (with Stanwell Moor beyond), north of Staines and King George VI Reservoirs, and north-west of Stanwell village serviced by Park Road and the High Street. To the east the quarry is bounded by open amenity land beyond which are parts of Stanwell village.
2. The application site measures some 32.3 ha and is located in the Metropolitan Green Belt. Both Staines and King George VI Reservoirs are designated Ramsar Sites¹ and a Special Protection Area (SPA). The reservoirs also form part of the Staines Moor Site of Special Scientific Interest (SSSI)². Moreover, there are two small Sites of Nature Conservation Importance (SNCI) within the quarry³ - one in the northwest corner and the

¹ Ramsar sites are wetlands of international importance designated under the Ramsar Convention

² Staines Moor represents the largest area of alluvial meadows in Surrey and supports a rich flora while the reservoirs hold nationally important populations of wintering wildfowl. A pond at the site carries an aquatic flora which is of national importance; this flora includes one plant which is extremely rare in Britain

³ Mosaic of gravel pits and ditches supporting a range of marginal vegetation including fen

other in southwest corner. The southern SNCI lies within an area of the quarry that has been largely unworked.

3. The Stanwell Conservation Area is located to the south-east of the quarry at a distance of about 150m but with intervening urban development including Heathrow Airport car parking services. Within this Conservation Area are a number of listed buildings. There are further Heritage Assets within and in close proximity to the boundary of the quarry including the Grade II Listed Gate piers and Gates to Stanwell Place⁴ and the remnants of the formal gardens of Stanwell Place⁵. Moreover, a 0.85ha strip of land along the southern boundary of the application site parallel with Gibson Place and Park Road is designated as an Area of High Archaeological Potential.
4. A group of trees on the western boundary of the application site are covered by Tree Preservation Orders and reflect the site's parkland garden past.
5. An existing public footpath (Ref. FP4) and cycleway run along the southern boundary of the application site from Stanwell Moor Road to Park Road.

Planning History

6. Permission to extract gravel from the application site was allowed on appeal in 1964⁶. In 1967 permission was granted for an extension of the application site to the north⁷ and in 1971 on appeal for a second area to the south⁸.
7. Mineral extraction from the application site has ceased and to date about 1/3 of the quarry has been restored using locally sourced inert waste material. The restored areas include a large area of agricultural land to the east, an area of wetland ecological restoration to the south and further agricultural land in the west adjoining the A3044. However, insufficient restoration soils were retained on site in the initial phases of the quarry to complete restoration.
8. Consequently, in order to resolve the shortage of restoration materials planning permission was granted in 2011 by Surrey County Council (SCC) for a temporary five-year recycling operation on 2.9ha of the site for the production of restoration materials and recycled aggregates for export⁹.
9. The approved recycling operation was permitted at the same time as amended details of restoration were approved by SCC in 2011 which provided for an enhanced final landscape¹⁰. This permission requires that restoration of the quarry be completed by 26 October 2017, and is tied into a Section 106 legal agreement for twenty-five year management of a 7.1ha area of the restored quarry.

THE PROPOSAL

10. Having regard to paragraphs 8 and 9 above, this report should be read in conjunction with the Officers report relating to planning application Ref. SP17/00113/SCC¹¹ which seeks permission for the retention of the existing recycling operation undertaken on the application site until 26 October 2026.

⁴ Historic Environment Record Ref. 10752

⁵ Historic Environment Record Ref. 15237

⁶ Consent Ref. STA 16/3

⁷ Consent Ref. STA 9191

⁸ Consent Ref. STA 11250

⁹ Planning permission Ref. SP08/0337

¹⁰ Planning permission Ref. SP10/0594 and Drawing Ref. P1/227/11/C

¹¹ Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.

11. The application which is the subject of this report seeks to vary conditions 1 and 2 of planning permission Ref. SP10/0594 dated 26 October 2011 in order amend the restoration scheme previously approved for the quarry, extend the management plan area, and extend the period of time to complete the restoration of the quarry. The proposal also includes new phasing plans to tie the filling phases with the new restoration details.
12. The applicant explains that the recycling operation¹² has been very successful and has produced suitable restoration materials to fill the void space and see restoration progress. However, the recovery of soil forming materials has been slower than expected, due predominantly to the success of the recycling operation and its ability to recover recycled aggregates for reuse elsewhere off-site and in particular at Heathrow Airport. Accordingly, the applicant anticipates, based on the rates of recycling and restoration over the past five years or so, that the remaining restoration works would take an additional ten years to secure.
13. In respect of the proposed change to the restoration and management schemes the applicant is now proposing enhanced nature conservation areas, in mitigation for parts of the lost SNCI area in the north of the site, and to create and manage priority biodiversity habitats. The proposed schemes also seek to provide a new public footpath through the western half of the restored site and improved parkland landscaping for historic and amenity reasons. The management scheme offers a 25-year management plan area covering an increased area of 15ha¹³ which is to be secured by way of a revised legal agreement¹⁴. The proposed restoration and management schemes are supplemented by a Boundary Vegetation Management Scheme and a Bird Management Plan¹⁵.
14. The application also includes details of a 5-year agricultural aftercare scheme for the areas restored to agriculture outside of the existing and proposed management plan areas pursuant to condition 6 of planning permission Ref. SP10/0594. This scheme provides details of soil depths and handling; an aftercare programme and site records; cultivation and cropping; secondary treatments and land drainage; buffer strips and amenity grassland; wetland areas; landscaping scheme: tree, shrub and hedgerow planting; and control of invasive species during the life of the site; annual aftercare table and annual programme of management.
15. The enhanced restoration scheme and larger management plan area proposed by the applicant is part of the justification for very special circumstances for retaining the aggregate recycling operations in the northern part of the quarry until 26 October 2026¹⁶, and the delay in restoration of the quarry.

CONSULTATIONS AND PUBLICITY

Consultees (Statutory and Non-Statutory)

16. Spelthorne Borough Council - No views received at the time of writing this report.
17. The Environment Agency - No objection subject to an informative. Request that hydrogeological risk assessment and Surface Water Monitoring Plan be updated as necessary to reflect the new restoration scheme.

¹² Planning permission Ref. SP08/0337

¹³ A 51% increase in area compared to the existing management area

¹⁴ Draft Heads of Agreement provided at Annex 1

¹⁵ Due to the proximity of Heathrow Airport and the consequent risk of bird strike

¹⁶ See the Officers report relating to planning application Ref. SP17/00113/SCC

- | | |
|------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 18. Natural England | - No comments to make. |
| 19. Surrey Wildlife Trust | - No views received. |
| 20. County Highway Authority | - No objection. |
| 21. English Heritage | - No comments to make. |
| 22. Heathrow Airport Safeguarding | - No objection. |
| 23. Lead Flood Authority | - No objection subject to conditions. |
| 24. SCC Archaeologist | - No objection. |
| 25. SCC Historic Buildings Officer | - No objection. |
| 26. SCC Landscape Architect | - There would be no significant additional adverse landscape effects as a result of the extension of time. It would not affect the quality and scope of the proposed restoration, and the additional information provides surety on the management of the retained landscape over the extended period, so mitigation remains effective. No objection. |
| 27. SCC Ecologist | - No objection. |
| 28. SCC Enhancement Officer | - No objection. |
| 29. SCC Rights of Way | - No views received. |
| 30. Thames Water | - No views received. |

Parish/Town Council and Amenity Groups

- | | |
|--------------------------------------------|----------------------|
| 31. Hawthorne Court Residents' Association | - No views received. |
| 32. Stanwell Moor Residents' Association | - No views received. |
| 33. Spelthorne Natural History Society | - No views received. |

Summary of publicity undertaken and key issues raised by public

34. The application was publicised by the posting of two site notices and an advert placed in the Surrey Advertiser on 10 February 2017. A total of 228 owner/occupiers of neighbouring properties were directly notified by letter on 7 February 2017. A further round of public notification was undertaken on 30 May 2017 as a result of amendments made to the proposed restoration scheme including a revised Bird Management Plan and addition of a Boundary Vegetation Management Scheme. The County Planning Authority (CPA) has received 6 representations in respect of the proposal. A summary of the material planning considerations raised in these representations is provided below:

- The restoration proposed is a sweetener for the local community that will never happen;
- Over the years permission has been granted and goalposts moved;
- I have been monitoring and watching developments of this site and nothing has been done in the last 3 years to reinstate infill and restore the land;
- Basically, the land is now used as a recycling depot;
- How many people would use the proposed footpath?;
- The proposed footpath is a security risk to local residents;
- If the site was reinstated and people were allowed in to enjoy a nice park where would the entrance be and where would the cars all go?
- We have enough factories and recycling plants around here without another ten years;
- There are too many gravel extraction areas around here. The dust, noise and air pollution are health and safety concerns;
- I wholeheartedly support this excellent plan which will greatly benefit the local community of Stanwell.

PLANNING CONSIDERATIONS

Introduction

35. The guidance on the determination of planning applications contained in the Preamble/Agenda frontsheet is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
36. In this case the statutory development plan for consideration of the application comprises the [Surrey Minerals Plan Core Strategy Development Plan Document 2011 \(MCS\)](#), the [Surrey Minerals Plan Minerals Site Restoration Supplementary Planning Document 2011 \(MRS\)](#), the [Aggregates Recycling Joint Development Plan Document for the Minerals and Waste Plans 2013 \(ARD\)](#), [saved policies of the Spelthorne Local Plan 2001 \(SLP\)](#), and the [Spelthorne Core Strategy and Policies Development Plan Document 2009 \(SPD\)](#).
37. In considering this application the acceptability of the proposed development will be assessed against relevant development plan policies and material considerations.
38. In assessing proposals against development plan policy it is necessary to determine whether the proposed measures for mitigating any environmental impact of the development are satisfactory. However, in this case the main planning considerations are: (a) the need for the extension of time sought, and (b) whether the revised restoration and general management schemes are acceptable.
39. As mineral extraction is no longer taking place, the predominant environmental and amenity impacts of the quarry, and the restoration thereof, fall to the permitted recycling operations taking place on the application site. Accordingly, these matters are discussed in the Officers report relating to planning application Ref. SP17/00113/SCC¹⁷ which should be read in conjunction with this report. SCC records reveal that there have been no complaints about the application site since before 2011. Should permission be granted Officers will seek to re-impose any existing planning controls on any consent issued.

NEED FOR EXTENSION OF TIME

Development Plan Policy

¹⁷ Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.

Surrey Minerals Core Strategy 2011 (MCS)

Policy MC17 – Restoring Mineral Workings

Policy MC18 – Restoration and Enhancement

Aggregates Recycling Development Plan Document 2013 (ARD)

Policy AR1 – Presumption in Favour of Sustainable Development

Spelthorne Core Strategy and Policies Development Plan Document 2009 (SPD)

Policy SP6 – Maintaining and Improving the Environment

Policy Context

40. The National Planning Policy Framework (the Framework) advocates that minerals are essential to support sustainable economic growth and our quality of life. It states that it is therefore important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation¹⁸.
41. In respect of mineral development the Framework goes on to prescribe that when determining planning applications the County Planning Authority (CPA) should: (a) give great weight to the benefits of the mineral extraction, including to the economy; (b) ensure, in granting planning permission for mineral development, that there are no unacceptable adverse impacts on the natural and historic environment, human health or aviation safety, and take into account the cumulative effect of multiple impacts from individual sites and/or from a number of sites in a locality; (c) ensure that any unavoidable noise, dust and particle emissions and any blasting vibrations are controlled, mitigated or removed at source, and establish appropriate noise limits for extraction in proximity to noise sensitive properties; and (d) provide for restoration and aftercare at the earliest opportunity to be carried out to high environmental standards, through the application of appropriate conditions, where necessary. Bonds or other financial guarantees to underpin planning conditions should only be sought in exceptional circumstances¹⁹.
42. Policy MC17 of the MCS provides that mineral working will be permitted only where the CPA is satisfied that the site can be restored and managed to a high standard²⁰. This policy also requires that restoration of mineral workings should be completed at the earliest opportunity and progressive restoration will be required where appropriate.
43. Policy MC18 of the MCS states that the CPA will encourage and work with mineral operators and landowners to deliver benefits such as enhancement of biodiversity interests, improved public access and provision of climate change mitigation such as greater flood storage capacity. Where appropriate, a wider area enhancement approach should be developed, linking restoration proposals for mineral sites or linking site restoration to other green infrastructure initiatives.
44. Policy AR1 of the ARD explains that when considering development proposals the CPA will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (the Framework). The CPA will always work proactively with applicants jointly to find solutions which mean that proposals can be permitted wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. This policy also echoes paragraph 14 of the Framework in advocating that planning applications that accord with the policies in the ARD, and with relevant policies in other plans, will be permitted without delay unless material considerations indicate otherwise.

¹⁸ Paragraph 142 of the National Planning Policy Framework

¹⁹ Paragraph 144 of the National Planning Policy Framework

²⁰ (i) Sympathetic to the character and setting of the wider area; (ii) and capable of sustaining an appropriate after-use

45. Policy SP6 of the SPD seeks to maintain and improve the quality of the environment of the Borough by: (a) ensuring that the design and layout of new development incorporates principles of sustainable development, creates an environment that is inclusive, safe and secure, is attractive with its own distinct identity and respects the environment of the area in which it is situated; (b) contributing to improving air quality in the Borough; (c) protecting and enhancing areas of existing environmental character; and (d) promoting the improvement of poor quality environments both within the urban area and in the Green Belt.

The Development

46. Planning permission Ref. SP10/0594²¹ required that the application site be restored by 26 October 2017. This requirement will not been met. As set out in the preceding paragraphs there is a policy imperative that all mineral workings are restored at the earliest opportunity and that any such restoration is to a high environmental standard. Officers consider it unfortunate that the quarry will not be fully restored within the previously prescribed timescale.
47. The applicant has explained that in 2011 the volume of material required to deliver full restoration of the quarry was around 250,000m³ i.e. an ambitious fill rate of about 50,000m³ per annum over the relevant 5-year period. Since 2011 some 105,000m³ of restoration material has been placed in the quarry void. Consequently, some 145,000m³ of material is still required to complete the restoration of the quarry. About 30,000m³ of this presently forms the base of and bunds for the recycling area which would ultimately be used in the restoration of the quarry. In effect therefore about 115,000m³ of material is required to fully restore the quarry.
48. In the absence of site-derived restoration materials, the remaining materials necessary will need to be sourced from some form of recycling operation on or off the application site. It would not be acceptable from a sustainability perspective to simply complete restoration of the quarry by landfilling available or imported inert waste which could otherwise be prepared for reuse, recovered or recycled. Neither would it be acceptable to leave the quarry unrestored as set out in the policy context section above.
49. As the ARD²² explains, the way in which mineral workings have traditionally been restored has changed since 1996 when the Government introduced a tax on the disposal of waste by landfilling. This tax, which has increased annually, had steadily discouraged the disposal of waste by landfilling (including the restoration of mineral workings by infilling) thereby incentivising its reuse, recycling and recovery over its disposal. This approach to the management of waste is consistent with the Waste Hierarchy which is a guide to sustainable waste management, a material planning consideration, and a legal requirement enshrined in law by the Waste (England and Wales) Regulations 2011.
50. The recycling operations undertaken at the quarry have been able to recover a significant proportion of material for re-use elsewhere²³ and this has meant that the timetable for restoration of the mineral working has been disrupted. Based on an average manufacturing rate of restoration material of between 10,000m³ to 15,000m³ per annum, and a remaining restoration requirement of some 115,000m³, restoration of the quarry should be completed within 10-years.
51. Although surface restoration and landscaping/maintenance works are unlikely to take all 10-years, Officers consider a degree of flexibility is necessary so as to provide certainty and to negate the need for any further formal requests for extension to the time-period in

²¹ Planning permission for amended details of restoration

²² Paragraphs 60 to 68 on pages 19 and 20

²³ Between 85 to 90% of total volume imported

which the quarry is to be restored. Moreover, the enhanced restoration proposed by the applicant is complex in nature and would apply to some two-thirds of a 32.3 ha site. As such, Officers consider that a further 10-year period is reasonable and proportionate in the circumstances.

Conclusion

52. Officers cannot countenance any reason why the application site should be left unrestored and therefore in a degraded state. Similarly, having regard to the Waste Hierarchy, it would not be sustainable and therefore acceptable to simply dispose of inert waste into the remaining void for the sake of restoration. The applicant has provided a reasonable explanation as to why the previously permitted timetable for restoration has not been achieved, demonstrated why a further 10-year period for completion of restoration works is necessary, and committed to only disposing residual inert waste which could not otherwise be prepared for reuse, recycled or recovered for the purposes of restoration. Consequently, Officers consider that 26 October 2027 would be the earliest opportunity for full and proper restoration of the quarry. A fully restored quarry to high environmental standards would result in an enhanced local environment and amenity for the local community.
53. Although the applicant has provided an updated phasing plan²⁴ for the outstanding restoration works Officers consider it necessary to impose a planning condition on any consent granted requiring the submission of a phasing plan which is tied to definitive timescales. This would ensure that progressive restoration works are carried out as proposed and that the phases of restoration and their respective timings can be effectively monitored and, if necessary, enforced by the CPA.
54. Subject to such a condition therefore Officers consider that the development proposed satisfies policies MC17 and MC18 of the Surrey Minerals Core Strategy 2011, policy AR1 of the Aggregates Recycling Development Plan Document 2013, and policy SP6 of the Spelthorne Core Strategy and Policies Development Plan Document 2009.

RESTORATION AND MANAGEMENT

Development Plan Policy

Surrey Minerals Core Strategy 2011 (MCS)

Policy MC3 – Mineral Development in the Green Belt

Policy MC14 – Reducing the Adverse Impacts of Mineral Development

Policy MC17 – Restoring Mineral Workings

Policy MC18 – Restoration and Enhancement

Spelthorne Core Strategy and Policies Development Plan Document 2009 (SPD)

Policy SP6 – Maintaining and Improving the Environment

Policy EN6 – Conservation Areas, Historic Landscapes, Parks and Gardens

Policy EN7 – Tree Protection

Policy EN8 – Protecting and Improving Landscape and Biodiversity

Saved Policies of the Spelthorne Local Plan 2001 (SLP)

Policy GB1 – Green Belt

Policy RU11 – Sites of Nature Conservation Importance

Policy RU14 – Nature Conservation Interests

Policy Context

55. Parts of the Framework relevant to the determination of this application are set out in paragraphs 40 and 41 above. Similarly, policies MC17 and MC18 of the MCS are set out in paragraphs 42 and 43 above respectively, whilst policy SP6 of the SPD is set out in paragraph 45 above.

²⁴ Drawing Ref. P5/227/71 Interim Restoration and Phasing dated 24 April 2017

56. In respect of the Green Belt, policy MC3 of the MCS advocates that mineral extraction will only be permitted where the highest of environmental standards of operation are maintained and that the land restored to beneficial after-uses consistent with Green Belt objectives within agreed time limits. Similarly, policy GB1 of the SLP states that development will not be permitted which would conflict with the purposes of the Green Belt and maintaining its openness. Subject to the above, development will not be permitted except for uses and operations appropriate to the Green Belt comprising amongst others: appropriate engineering and other operations.
57. Notwithstanding the above, the law²⁵ places a duty on Surrey County Council to consider biodiversity in the full range of their activities including determining planning applications. In this context paragraphs 109 and 118 of the Framework explain that the planning system should contribute to and enhance the natural and local environment, and in determining planning applications the CPA should aim to conserve and enhance biodiversity by applying the following principles: (a) If significant harm resulting from a development cannot be avoided²⁶, adequately mitigated, or as a last resort compensated for, then planning permission should be refused; (b) proposed development on land within or outside a SSSI likely to have an adverse effect on a SSSI²⁷ should not normally be permitted; (c) opportunities to incorporate biodiversity in and around developments should be encouraged; and (d) planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.
58. In relation to local landscape paragraph 56 of the Framework explains that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. To this end paragraphs 63 and 64 state that great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area, and permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. Ultimately therefore paragraph 109 of the Framework requires that the planning system contribute to and enhance the natural and local environment by protecting and enhancing landscapes.
59. Moreover, the Framework explains at paragraph 126 that heritage assets²⁸ are an irreplaceable resource that should be conserved in a manner appropriate to their significance. Paragraph 132 of the Framework 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. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Paragraph 133 of the Framework is clear that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, the SCC should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Whilst paragraph 134 outlines 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.
60. In these regards policy MC14 of the MCS explains that in determining applications for mineral development the potential impacts in relation to (i) the appearance, quality and character of the landscape and any features that contribute to its distinctiveness; (ii) the

²⁵ Section 40 of the [Natural Environment and Rural Communities Act 2006](#)

²⁶ Through locating on an alternative site with less harmful impacts

²⁷ Either individually or in combination with other developments

²⁸ Including archaeological resources

natural environment and biodiversity interests; (iii) the historic landscape and the interest and settings of heritage assets; (iv) public open space, the rights of way network, and outdoor recreation facilities; and (v) the need to manage the risk of birds striking aircraft will be considered.

61. Policy RU11 of the SLP states that Sites of Nature Conservation Importance (SNCIs) will be safeguarded and will development will only be permitted within these sites where there will be no adverse effect, either directly or indirectly on their ecological interest. Additionally, policy RU14 of the SLP explains that where a development proposal would destroy or damage the nature conservation interest of a site, the applicant will be required to demonstrate that the benefits of the proposed development outweigh the decrease in the nature conservation value of the site, that any such decrease has been kept to a minimum, that mitigation or compensation to provide for species protection and/or habitat creation or enhancement has been made within the area, and that appropriate measures to monitor the effectiveness of the mitigation have been established.
62. Policy EN6 of the SPD states that the character of conservation areas will be preserved and enhanced by: (a) requiring the retention of buildings, trees and other features, including open spaces, views and vistas, which are important to the character of the area; (b) encouraging private owners to carry out appropriate improvements to buildings and land in conservation areas, by the use of advice, guidance and statutory powers where appropriate; and (c) applying the planning policies in a more flexible way where justified to ensure the preservation and enhancement of a conservation area. This policy goes on to explain that new development should maintain and enhance areas of historic landscape value and gardens of special historic interest and seek to ensure that it does not detract from its character or appearance.
63. Policy EN7 of the SPD seeks to safeguard healthy trees of amenity value, giving priority to the protection of those known to be under threat.
64. Policy EN8 of the SPD advocates protection and improvement of landscape and biodiversity by: (a) safeguarding sites of international and national importance; (b) working with partners in the public, private and voluntary sectors to develop and secure the implementation of projects to enhance the landscape and create or improve habitats of nature conservation value, and to secure the more effective management of land in the Borough; (c) ensuring that new development, wherever possible, contributes to an improvement in the landscape and biodiversity and also avoids harm to features of significance in the landscape or of nature conservation interest; and (d) refusing permission where development would have a significant harmful impact on the landscape or features of nature conservation value.

Restoration Phasing

65. The phasing plan²⁹ for the revised restoration scheme shows the existing areas of the quarry which have been restored³⁰ and those which require infilling or additional enhancement and management. There are no explicit timescales associated with the proposed phasing of progressive restoration works. However, as discussed in paragraph 54 above, Officers seek to address this deficiency by way of a condition requiring the submission of detailed timescales for approval should consent be granted for the proposal.
66. The eastern and north-western parts of the quarry have largely been restored with Phase 1A having been returned to agricultural use. Phase 1B has also been restored to agriculture but the current landform requires regarding to meet the levels set out in the

²⁹ Drawing Ref. P5/227/7a Interim Restoration and Phasing dated 24 April 2017

³⁰ About 1/3 of the former mineral working to date

proposed restoration scheme³¹. Similarly, Phase 1C to the south of the quarry has been restored to woodland with parkland ponds but requires vegetation management and repair to built structures³². Phase 1D on the western edge of the quarry has not been subject to mineral extraction but requires vegetation management, dredging and the repair of built structures.

67. The restoration phases in the central western parts of the quarry require additional infilling. Phase 2A has partly been filled and requires additional materials to finish off the proposed arable and woodland restoration. Phase 2B requires infill and restoration to parkland, Phase 2C is the former silt lagoon area and requires vegetation clearance and reinstatement to parkland. Phase 2D requires scrub clearance and infilling and will be restored to an orchard and pond. Phase 2E in the north of the quarry also requires infilling and restoration to woodland and meadow.
68. Finally, Phases 3A and 3B in the central northern area of the application site would be restored once the aggregate recycling operation ceases and the associated plant is removed. This area of the quarry will be regarded and restored predominantly to agriculture. Overall for re-instatement of the aggregate recycling land restoration is expected to be completed by 26 October 2027, but it is anticipated that Phases 1 and those within the southern half of the quarry could be delivered into aftercare within the next 5-years or so allowing parts of the site to be opened up to public access.

Biodiversity and Habitat Creation

69. The key habitat creation objectives for the restored quarry are to: (a) provide a compensatory and an additional complimentary area for the existing northern SNCI partly infilled; and (b) to increase the biodiversity of the site thereby contributing to Surrey's Biodiversity Action (BAP) Programme and Habitat Action Plans.
70. The key habitats will be for 'standing open water', 'reedbed', 'lowland meadow', and 'lowland mixed deciduous woodland'. These are all priority habitats for Surrey and will be apportioned as follows: 1.2ha of reedbed; 1.8ha of ponds; 5ha of lowland meadow, and 2.1ha of deciduous woodland. Moreover, within the lowland meadow area an apple and plum orchard will be established with varieties of fruit associated with Surrey, Middlesex and Buckinghamshire. The remainder of the management area would be 1.4ha of 'wet woodland' and 1.3ha of 'deciduous woodland'.

Protection of the SNCI Designation

71. The amended restoration scheme seeks to protect the SNCI value of the application site. The two existing SNCI designations on site total an area of some 5ha³³. The amended restoration scheme involves the retention of the remaining section of the northern most SNCI³⁴ and provision of an equivalent sized water area and habitat and additional complimentary habitat.

Amenity and Recreation

72. The area of the application site to be governed by the proposed 25-year Aftercare and Management Plan³⁵ will also provide value for local amenity and low-key recreation. The reinstatement and re-creation of the former garden and parkland features i.e. ponds, meadows, tree avenues and an orchard, including the provision of a new public right of way.

³¹ See Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

³² Weir, walls, grotto etc.

³³ See paragraph 2 above

³⁴ Now succeeded to wet woodland

³⁵ See Drawing Ref. Plan A Management Plan Area dated October 2016

73. Public access is to be provided to the south of the application site to the wetland area via a permissive path. This path³⁶ would link through the application site from Stanwell Road to Stanwell Lodge and Stanwell Moor Road to the north. Additional paths are also proposed to link the southern path through to the Southern Perimeter Road and to Stanwell Moor Road to the north-east.

Historic Parkland Enhancement

74. The application site previously formed parkland to Stanwell Place house and parkland. In the late 1950s the house and parkland fell into disrepair and became derelict. The site was sold, the house demolished and parkland excavated as part of the quarry's development. Nothing remains of the house and little remains of the garden. Although along the western boundary of the application site a number of trees, many of which are former parkland specimen trees, have been protected by preservation orders. The proposed restoration scheme seeks to protect and enhance these parkland specimen trees.
75. The Victorian lake within the southern part of the quarry will be supplemented with a new channel, re-instated in part along the original line of a 17th century channel.
76. The walled garden area in the south of the quarry will be included within the boundaries of the extended Aftercare and Management Plan area so as to ensure conservation of the reinstated garden until such time as its long-term future can be secured.
77. Further reference to the application site's previous historic garden and parkland setting has been made in the proposed restoration by inclusion of an orchard area in the south of the restored quarry.

Aftercare and Management Plan

78. The overall restoration concept for the amended restoration scheme³⁷ and management plan seeks to deliver biodiversity habitats and species whilst at the same time conserving and enhancing existing features of importance such as the SNCI value and the parkland garden history of the application site. The overall long-term objectives of the Aftercare and Management Plan are to:
- Establish, implement and resource an effective mechanism for aftercare and management of the site;
 - Contribute to delivering the CEMEX UK biodiversity strategy 2010-2020 and targets and any similar strategy thereafter;
 - Create a species rich area with a variety of priority habitats to maintain and enhance the overall biodiversity value of the restored site;
 - Complement the existing South West London Waterbodies Ramsar site and SPA having particular regard to protected species;
 - Provide an area of water equivalent in area and quality to replace the SNCI designated water body infilled in the north-east of the quarry and to provide additional complimentary habitat;
 - Conserve and make reference to the remaining historic parkland features of Stanwell Place;
 - Contribute to green infrastructure with the creation of a new footpath link, which will provide a low key amenity resource for the local community;
 - Manage the nature conservation value of the restored site with an acceptable birdstrike risk; and

³⁶ To be fenced off to limit access to wetland areas and to zone conservation and amenity interests

³⁷ As shown on Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

- Review of the management of the site every five years.

79. The Aftercare and Management Plan is supplemented by an Agricultural Aftercare scheme specific to the part of the site to be returned to agriculture, and Boundary Vegetation Management Scheme³⁸.

Surface Water Management

80. There is an existing approved scheme of surface water management for the restored quarry³⁹. Having regard to the proposed amendments to the restoration scheme the Lead Local Flood Authority, and the Environment Agency, has requested that this scheme be updated, where necessary, to reflect any revised restoration. Officers can secure such details by way of planning conditions.

Evaluation

81. About two-thirds of the existing quarry remains largely unrestored. There is a policy imperative for the mineral working to be restored at the earliest opportunity to high environmental standards. The applicant has put forward an amended restoration plan for the quarry which seeks to protect and enhance the two SNCI's within the site; enhance the biodiversity value of the land particularly in respect of priority habitats; protect and enhance the remaining features of the historic parkland, including the protection of existing specimen parkland trees; provide opportunities for public access and leisure; and secure the long-term aftercare and management of the restored site which in turn would protect and enhance the local landscape and heritage assets within the vicinity.
82. Officers consider that in assessing the proposed changes to the restoration scheme as a whole, the enhanced restoration scheme and the significantly large management plan area that will be subject to a 25-year aftercare and management scheme and secured by legal agreement, would be of greater benefit to the local community and environment, including the openness of the Green Belt, than the previously approved restoration and management scheme. Officers also consider that the extended management area and enhanced restoration scheme compensate for the delay in fully restoring the mineral working within previously approved timescales.
83. Statutory consultees have not raised any technical objections to the proposal subject to conditions in the case of surface water management, and limited concern has been raised by interested parties none of which concern the delay to restoration of the quarry. One interested party is fully supportive of the revised scheme.
84. Accordingly, having regard to paragraphs 65 to 83 above Officers consider that the proposal, subject to conditions, satisfies policies MC3, MC14, MC17, and MC18 of the Surrey Minerals Core Strategy 2011; policies SP6, EN6, EN7, and EN8 of the Spelthorne Core Strategy and Policies Development Plan Document 2009; and policies GB1, RU11 and RU14 of the Saved Policies of the Spelthorne Local Plan 2001.

HUMAN RIGHTS IMPLICATIONS

85. The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.
86. Officers do not consider that the proposal engages any Convention rights.
-

³⁸ See Drawing Ref. P5/227/13A Boundary Vegetation Management Scheme dated 24 April 2017

³⁹ See approval notice Ref. Sp12/00528 dated 28 September 2012

CONCLUSION

87. Planning permission Ref. SP10/0594⁴⁰ required the application site be restored by 26 October 2017. This timescale will not been met as a result of a waste recycling operation which has achieved a higher rate of recycling than the applicant originally anticipated. This resulted in a lack of a suitable quantity of restoration material to fully complete restoration of the quarry as previously envisaged. The application site is absent any indigenous restoration materials but its position adjacent to Heathrow Airport close to the M25 makes it an ideal location for the manufacturing suitable restoration materials from imported inert waste. The applicant has set out that it will be further 10-years before the quarry is fully restored with public access being provided to some restored parts of the same within 5-years.
88. As set out in the preceding paragraphs there is a policy imperative that all mineral workings are restored at the earliest opportunity and that any such restoration is to a high environmental standard. Officers consider it unfortunate that the quarry will not be fully restored within the previously prescribed timescale. However, Officers also consider that the applicant has offered proportionate compensation for this delay comprising an extended 25-year management plan area which is to be secured by a revised s106 legal agreement, and an enhanced overall restoration scheme sympathetic to the heritage of the application site with enhanced public access and biodiversity benefits. These schemes would be complimented by a new boundary vegetation management scheme and an updated bird management plan and agricultural management plan. Additionally, Officers recognise the benefits a successful inert waste recycling operation in the context of sustainable waste management and the Waste Hierarchy. Further considerations in respect of the existing and proposed recycling operation are provided in the Officers report relating to planning application Ref. SP17/00113/SCC⁴¹.
89. The application site should not be left unrestored and therefore in a degraded state. Similarly, having regard to the Waste Hierarchy, it would not be sustainable and therefore acceptable to simply dispose of inert waste into the remaining void for the sake of a swift restoration. The applicant has provided a reasonable explanation as to why the previously permitted timetable for restoration has not been achieved, demonstrated why a further 10-year period for completion of restoration works is reasonably necessary, and committed to only disposing residual inert waste which could not otherwise be prepared for reuse, recycled or recovered for the purposes of restoration. Consequently, Officers consider that 26 October 2027 would be the earliest opportunity for full and proper restoration of the quarry having regard to the volume of restoration material to be produced annually and the complexity and diversity of the proposed restoration scheme.
90. The applicant has put forward an amended restoration plan for the quarry which seeks to protect and enhance the two SNCI's within the site; enhance the biodiversity value of the land particularly in respect of priority habitats; protect and enhance the remaining features of the historic parkland, including the protection of existing specimen parkland trees; provide opportunities for public access and leisure; and secure the long-term aftercare and management of the restored site which in turn would protect and enhance the local landscape and heritage assets within the vicinity.
91. Officers consider that in assessing the proposed changes to the restoration scheme as a whole, the enhanced restoration scheme and the significantly large management plan area that will be subject to a 25-year aftercare and management scheme and secured by legal agreement, would be of greater benefit to the local community and environment,

⁴⁰ Planning permission for amended details of restoration

⁴¹ Retention of an existing recycling operation on a site of some 5.3ha for the processing of construction and demolition waste for the production of restoration materials for use in the former Stanwell Quarry and recycled aggregates for export for a period of 10 years with restoration of the recycling site to agriculture.

including the openness of the Green Belt, than the delay in securing restoration of the quarry and the previously approved restoration and management scheme.

RECOMMENDATION

92. Officers recommend that planning application Ref. SP17/00118/SCC be **PERMITTED** subject to a revised s106 legal agreement and the following conditions:

Conditions:

1. The development hereby permitted shall be carried out in all respects in accordance with the following drawings/documents:

Drawing Ref. P1/227/1 Site Location Plan Rev A dated November 2016

Drawing Ref. P5/227/7A Interim Restoration and Phasing dated 24 April 2017

Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017

Drawing Ref. P5/227/13A Boundary Vegetation Management Scheme dated 24 April 2017

Drawing Ref. Plan A Management Plan Area dated October 2016

Document: Stanwell Quarry Bird Management Plan dated April 2017

Document: Outline Five Year Aftercare Scheme for Stanwell Quarry dated October 2016

2. The mineral working shall be restored in accordance with the Drawing Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017 by no later than 26 October 2027.
3. Notwithstanding the details provided in Drawing Ref. P5/227/7A Interim Restoration and Phasing dated 24 April 2017, within 6 months of the date of this permission a progressive restoration phasing plan with detailed timescales (commencement date; timescale for restoration; and completion date) for each respective restoration phase of the quarry shall be submitted to the County Planning Authority for approval. The approved details shall be implemented and maintained for the duration of the amended restoration works hereby approved.
4. Within 6 months of the date of this permission full details of the surface water management scheme for the restored site including details of the revised restoration scheme, drawings, exceedance flow rates and routes, drainage, maintenance and management of the drainage network shall be submitted to the County Planning Authority for approval in writing. The approved details shall be implemented and maintained for the duration of the development hereby permitted.

Reasons:

1. For the avoidance of doubt and in the interests of proper planning.
2. To comply with the terms of the application, and in the interests of local amenity and the environment in accordance with policies MC3, MC14, MC17 and MC18 of the Surrey Minerals Core Strategy 2011; and policies SP6, EN6 and EN8 of the Spelthorne Core Strategy and Policies Development Plan Document 2009.
3. So as to ensure progressive restoration of the mineral working and to provide certainty as to when each phase of the restoration works will be completed in accordance with policy MC17 of the Surrey Minerals Core Strategy 2011.
4. To ensure that the revised restoration scheme does not increase the risk of surface water flooding compared to that approved by consent Ref. SP10/0594 dated 26 October 2011.

Informatives:

1. This development must comply with the Environmental Permitting (England and Wales) Regulations 2016 and may require an existing Environmental Permit to be carried by the Environment Agency or existing documentation connected to that permit (restoration plans, surface water drainage plans etc.) to be modified and re-approved. The applicant is advised to contact Victoria Sweeney (victoria.sweeney@environment-agency.gov.uk or 020 302 59190) for pre-application discussions.
2. The applicant proposed in Section 2.8 of the approved Surface Water Drainage Scheme dated November 2011 to undertake measures to protect the receiving water bodies from contaminated runoff from the recycling area. Such measures included interception of runoff from recycling areas, monitoring of sumps and visual inspections, and documentation of lagoons for water quality. The Lead Local Flood Authority would expect that during continued restoration works, ongoing pollution mitigation measures would be undertaken. Evidence should be submitted to the Environment Agency to confirm that these measures have been implemented and are being maintained.
3. Any works to be carried out which will affect the flow or storage of water within, or which place or alter a structure/obstruction within an ordinary watercourse will require Ordinary Watercourse Consent. These can include permanent or temporary structures or works. An 'ordinary watercourse' is a watercourse that is not part of a main river and includes rivers, streams, ditches, drains, cuts, culverts, dikes, sluices, sewers (other than public sewers within the meaning of the Water Industry Act 1991) and passages, through which water flows. Consent within Surrey is issued by the Sustainable Drainage and Consenting Team within Surrey County Council. The team can provide information on the requirements for consent and the application procedure and is contactable by email on SuDS@surreycc.gov.uk. Please note consent cannot be issued retrospectively. Works affecting designated Main River require consent from the Environment Agency.
4. Attention is drawn to the requirements of Sections 7 and 8A of the Chronically Sick and Disabled Persons Act 1970 and to the Code of Practice for Access of the Disabled to Buildings (British Standards Institution Code of Practice BS 8300:2009) or any prescribed document replacing that code.
5. The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (Section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or is being built. Planning consent for a development does not provide a defence against prosecution under this Act. Trees and scrub are likely to contain nesting birds between 1 March and 31 August inclusive. Trees and scrub are present on the application site and are assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity during this period and shown it is absolutely certain that nesting birds are not present.
6. In determining this application the County Planning Authority has worked positively and proactively with the applicant by: entering into pre-application discussions; scoping of the application; assessing the proposals against relevant Development Plan policies and the National Planning Policy Framework including its accompanying technical guidance and European Regulations providing feedback to the applicant where appropriate. Further, the County Planning Authority has: identified all material considerations; forwarded consultation responses to the applicant; considered representations from interested parties; liaised with consultees and the applicant to resolve identified issues; and determined the application within the timeframe agreed with the applicant. Issues of concern have been raised with the applicant including potential impacts of birdstrike which have been addressed through negotiation and acceptable amendments to the proposals. The applicant has also been given advance sight of the draft planning conditions and the County Planning Authority has also engaged positively in the

preparation of draft legal agreements. This approach has been in accordance with the requirements of paragraphs 186-187 of the National Planning Policy Framework 2012.

CONTACT

Dustin Lees

TEL. NO.

020 8541 7673

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

Government Guidance

[National Planning Policy Framework 2012](#)

[Planning Practice Guidance](#)

The Development Plan

[Surrey Minerals Plan Core Strategy Development Plan Document \(DPD\) 2011](#)

[Surrey Minerals Plan Site Restoration Supplementary Planning Document \(SPD\) 2011](#)

[Aggregates Recycling Joint DPD 2013](#)

[Saved policies of the Spelthorne Local Plan 2001](#)

[Spelthorne Core Strategy and Policies Development Plan Document 2009](#)

Other Documents

[Natural Environment and Rural Communities Act 2006](#)

[The Waste \(England and Wales\) Regulations 2011](#)

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Draft Heads of Agreement

These Draft Heads of Agreement relate to the following Planning Application:

1. Non-compliance with Conditions 1 and 2 of planning permission ref: SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration and phasing plans previously approved Ref: **SP17/00118/SCC**
2. Set out below are the broad heads of agreement, subject to the grant of planning permission for the above application, to be included in a legal agreement between the Landowner, Cemex UK Operations Ltd. (Applicant) and Surrey County Council (Planning Authority) in relation to: the long term management, maintenance, and aftercare of land at Stanwell Quarry, Stanwell Moor Road, Stanwell, Surrey TW19 6AB (the application site).

Outline of Basic Management Plan Agreement

3. Following completion of restoration works in each respective phase of the Management Plan Area as per Drawings Ref. P5/227/7A Interim Restoration and Phasing dated 24 April 2017 and Ref. P5/227/8A Revised Restoration and Potential Enhancements dated 29 March 2017, the Applicant shall carry out all long-term management measures in accordance the Outline Aftercare and Management Plan document dated November 2016 unless otherwise agreed in writing with the Planning Authority.

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KEY:

Designations:

- Application Area
- Other Land Under Company Control (Boundary of recycling site)
- Tree Preservation Order
- Phase Boundary

Existing Features of Interest:

- 1081 100 year+ Tree identified under 1998 Tree Survey within Management Plan Area with 1998 Schedule Reference Tag
- 100 year+ Tree identified under 1998 Tree Survey (outside Management Plan Area)
- Built Structure

Management Compartment:

- Existing Parkland Ponds - Open Water, Fen and Reedbed
- New Parkland Ponds - Open Water and Reedbed
- Existing Wet Woodland
- Proposed Lowland Meadow Target NVC MG5
- Proposed Parkland, Orchard and Avenue Planting
- Existing TPO Woodland
- Existing Planted / Regenerated Woodland not conforming to NVC
- Proposed Garden and Parkland with additional Woodland Planting not conforming to NVC
- Footpath and Access Track

Restoration and Land Use:

- Restoration to Arable Agriculture
- Garden and Meadow Restoration
- ADDITIONAL MANAGEMENT PLAN AREA

2D NW area:
Former lagoons
 * Clear scrub woodland
 * Restore with imported restoration material (14,400m3)
 * Reinstate to orchard and pond
 * Manage meadow and trees

2E NW area:
Former lagoons
 * Clear scrub woodland
 * Restore with imported restoration material
 * Reinstate to meadow

3B North area
TEMPORARY RECYCLING AREA
 * Restore with imported restoration materials
 * Reinstate pond
 * Cropping and Vegetation Management

1B North-eastern area
Arable, New Screening Landform and Woodland Belts
 * Remedial regrading works
 * Cropping and Vegetation Management

1A NW area
Arable and Woodland Belts restored and out of aftercare
 * Cropping and Vegetation Management

3A NE area
TEMPORARY RECYCLING AREA
 * Restore to arable with imported restoration materials
 * Cropping and Vegetation Management

1A Eastern area
Arable and Woodland Belts restored and out of aftercare
 * Cropping and Vegetation Management

1D West area:
Walled gardens and Stables
 * Vegetation clearance and Management
 * Repair / rebuild brick walls and buildings
 * Ponds dredged

2A SE area
Arable and Woodland Belts
 * Restore with imported restoration materials
 * Cropping and Vegetation Management

2B North central area:
Excavated Area
 * Clear scrub woodland
 * Restore with imported restoration material
 * Reinstate section of access drive
 * Reinstate periphery ponds
 * Reinstate to parkland
 * Manage grassland and parkland trees

2C South central area:
Former silt lagoons
 * Clear scrub woodland
 * Cap with existing soil stockpile
 * Reinstate to parkland
 * Manage grassland and parkland trees

1C South area:
Tree Preservation Order Area, Ponds and Existing Access Drives
 * Vegetation management
 * Repair built structures

Revisions	
Based on the Ordnance Survey Land Line Data with the Permission of Her Majesty's Stationery Office, © Crown Copyright, Licence No: 100018131	
Planning Department CEMEX UK Operations Limited CEMEX House, Coldharbour Lane Thorpe, Egham, Surrey TW20 8TD Telephone 01932 568833 Facsimile 01932 568933	
Drawn By: ACW	Company: CEMEX UK Materials Limited
Date: 24 April 2017	Site: STANWELL II
Scale(s): 1:2,500@A2	Project: EXTRACTION AND INFILLING
Client: CEMEX	Title: INTERIM RESTORATION AND PHASING
Site Ref:	Drawing No: P5 / 227 / 7A



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Trees	Size	Spacing	Notes	P1	P2	P3	P4	P5	P6	P7	P8	P9	Total
Acer campestre (Field Maple)	0.45-0.6m U/S		P1, P5-P9 Trees and shrubs to be planted at 2.5m c/s and protected with 0.6m Tubex tree shelters	100		3	100	125	20	20	20	20	385
Aesculus hippocastanum (Horse Chestnut)	6-8 L Std												3
Betula pendula (Silver Birch)	0.45-0.6m U/S			50			100	20	20	20	20	20	260
Carpinus betula (Hornbeam)	1.2-1.8m flhd						2	5				2	9
Carpinus betula (Hornbeam)	0.45-0.6m U/S		P2-P4 to be planted at spacings shown	50			50	250					350
Castanea sativa (Sweet Chestnut)	1.2-1.8m flhd						2						2
Castanea sativa (Sweet Chestnut)	0.45-0.6m U/S								100	15	10	6	131
Cedrus libani (Cedar of Lebanon)	CL 1.2-1.5 15l c/g												1
Cercis siliquastrum (Justia Tree)	JT 0.9-1.2 4l c/g												1
Malus domestica (Apple)	1.2-1.8m flhd		Fruit Notes:										
var Devonshire Quarrendon (part SF)	M26 1 Yr Maiden	8 x 8m	Devon 1676, popular c19th, Ht: 2.4-3.0m		8								8
var Duchesse's Favourite	M26 1 Yr Maiden	8 x 8m	Surrey 1800s, Ht: 2.4-3.0m		8								8
var Reverend W Wilkes (SF)	M8 1 Yr Maiden	8 x 8m	Berkshire 1904, Ht: 1.6-2.4m		9								9
Prunus avium (Wild Cherry)	0.45-0.6m U/S			10				25	5	5	5	5	50
Prunus domestica (Plum)	1.2-1.8m flhd		Fruit Notes:										
var Brandy Gage (SF)	VVA1 1yr Maiden	8 x 8m	England 1860, Ht: 2-2.7m		8								8
var Kirke's	VVA1 1yr Maiden	8 x 8m	London 1831, Ht: 2-2.7m		9								9
var Rivers Early Promise (part SF)	VVA1 1yr Maiden	8 x 8m	Hertfordshire 1860, Ht: 2-2.7m		8								8
Quercus robur (Oak)	1.2-1.8m flhd				10				3	3	5	5	21
Quercus robur (Oak)	0.35-0.45m U/S							125	20	20	20	20	185
Salix alba (White Willow)	1.2-1.8m flhd			8			2	50					60
Salix alba (White Willow)	0.45-0.6m U/S			175			3	200					375
Salix fragilis (Cock Willow)	1.2-1.8m flhd			3			3						6
Salix fragilis (Cock Willow)	0.45-0.6m U/S			150			150						300
Tilia cordata (Small leaved Lime)	L 1.2-1.8m flhd				3		28	1					32
Total Trees				210	339	50	56	551	780	85	80	80	2231
Shrubs													
Cornus sanguinea (Dogwood)	0.45-0.6m U/S		c/g denotes cell grown	10				25					35
Corylus avellana (Hazel)	0.45-0.6m U/S		stock	100				165	55	40	50	50	410
Crataegus monogyna (Hawthorn)	0.35-0.45m U/S		Shrubs to be planted in outer row field side	10				25	5	5	5	5	50
Prunus spinosa (Blackthorn)	0.35-0.45m cell			10				5	5	5	5	5	25
Salix viminalis (Osier)	0.45-0.6m U/S			250				300					550
Taxus baccata (Yew)	0.35-0.45m cell							5					10
Total Shrubs				130	250	0	5	300	225	60	50	60	1080
Total Trees and Shrubs				340	589	50	61	851	1005	145	130	140	3311

KEY:

Designations:

- SPA
- Current Management Plan Area
- Application Area
- SSSI
- Existing SNCI retained
- Tree Preservation Order

Existing Features of Interest:

- 100 year+ Tree identified under 1998 Tree Survey within Management Plan Area with 1998 Schedule Reference Tag
- Built Structure

Management Compartment:

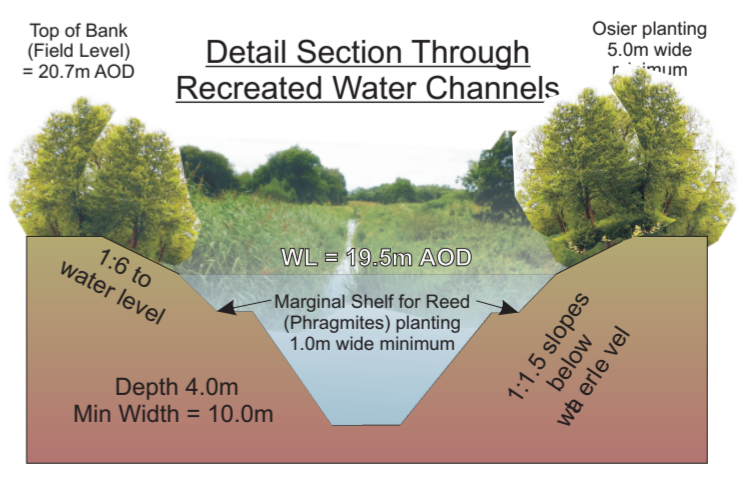
- Existing Parkland Ponds - Fen, Reedbed and Open Water
- New Parkland Ponds - Reedbed fringes narrow band of Open Water
- Existing Wet Woodland
- Proposed Lowland Meadow Target NVC MG5
- Proposed Parkland, Orchard and Avenue Planting
- Existing TPO Woodland
- Existing Planted / Regenerated Woodland not conforming to NVC
- Proposed Woodland / Parkland Planting not conforming to NVC
- Proposed Footpath
- Access Track

Restoration and Land Use:

- Restoration to Arable Agriculture
- Garden and Meadow Restoration
- ADDITIONAL MANAGEMENT PLAN AREA

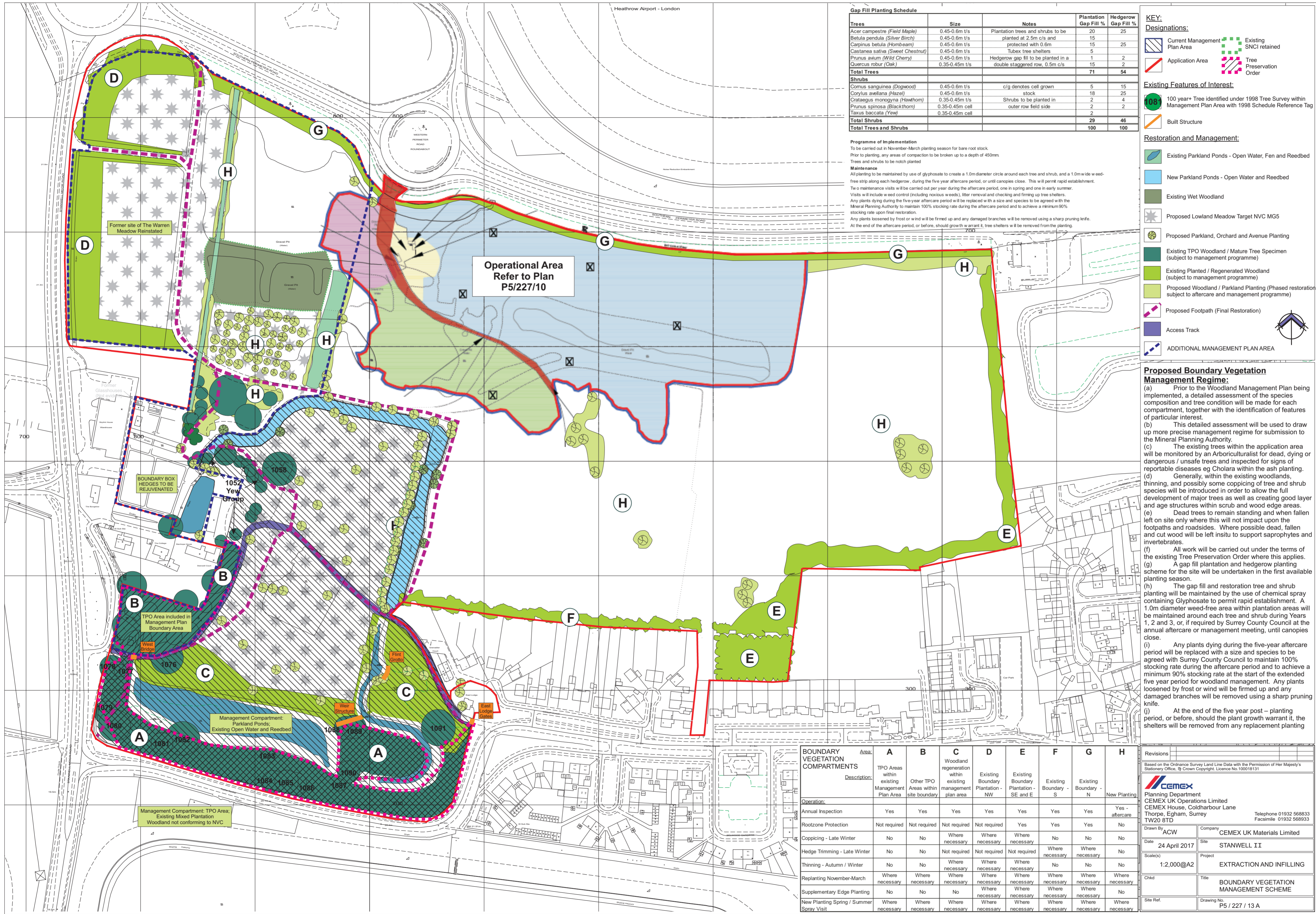
Notes:

- Text in Yellow boxes denotes existing planned management and features
- Text in Pink boxes denotes extended management and new features
- Text in White boxes denotes proposed modified features following airport consultation



Revisions	Plant Schedule added, amended for airport	Mar 17	aw
Based on the Ordnance Survey Land Line Data with the Permission of Her Majesty's Stationery Office. © Crown Copyright. Licence No. 100019131.			
CEMEX UK Operations Limited CEMEX House, Coldharbour Lane Thorpe, Egham, Surrey TW20 6TD			
Drawn By	ACW	Company	CEMEX UK Materials Limited
Date	Orig: 9 Nov 2016 This Issue 29 Mar 2017	Site	STANWELL II
Scale(s)	1:2,000@A2	Project	EXTRACTION AND INFILLING
Client		Title	REVISED RESTORATION AND POTENTIAL ENHANCEMENTS
Site Ref.		Drawing No.	P5 / 227 / 8A

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Gap Fill Planting Schedule

Trees	Size	Notes	Plantation Gap Fill %	Hedgerow Gap Fill %
Acer campestre (Field Maple)	0.45-0.6m t/s	Plantation trees and shrubs to be planted at 2.5m c/s and protected with 0.6m	20	25
Betula pendula (Silver Birch)	0.45-0.6m t/s		15	
Carpinus betula (Hornbeam)	0.45-0.6m t/s		15	25
Castanea sativa (Sweet Chestnut)	0.45-0.6m t/s	Tubex tree shelters	5	
Prunus avium (Wild Cherry)	0.45-0.6m t/s	Hedgerow gap fill to be planted in a double staggered row, 0.5m c/s	1	2
Quercus robur (Oak)	0.35-0.45m t/s		15	2
Total Trees			71	54
Shrubs				
Cornus sanguinea (Dogwood)	0.45-0.6m t/s	c/g denotes cell grown	5	15
Corylus avellana (Hazel)	0.45-0.6m t/s		18	25
Crataegus monogyna (Hawthorn)	0.35-0.45m t/s	Shrubs to be planted in outer row field side	2	4
Prunus spinosa (Blackthorn)	0.35-0.45m cell		2	2
Taxus baccata (Yew)	0.35-0.45m cell		2	
Total Shrubs			29	46
Total Trees and Shrubs			100	100

Programme of Implementation
 To be carried out in November-March planting season for bare root stock.
 Prior to planting, any areas of compaction to be broken up to a depth of 450mm.
 Trees and shrubs to be notch planted.
Maintenance
 All planting to be maintained by use of glyphosate to create a 1.0m diameter circle around each tree and shrub, and a 1.0m wide weed-free strip along each hedgerow, during the five year aftercare period, or until canopies close. This will permit rapid establishment. Two maintenance visits will be carried out per year during the aftercare period, one in spring and one in early summer. Visits will include weed control (including noxious weeds), litter removal and checking and firming up tree shelters. Any plants dying during the five-year aftercare period will be replaced with a size and species to be agreed with the Mineral Planning Authority to maintain 100% stocking rate during the aftercare period and to achieve a minimum 90% stocking rate upon final restoration. Any plants loosened by frost or wind will be firmed up and any damaged branches will be removed using a sharp pruning knife. At the end of the aftercare period, or before, should growth warrant it, tree shelters will be removed from the planting.

KEY:
Designations:
 Current Management Plan Area
 Application Area
 Existing SNCI retained
 Tree Preservation Order

Existing Features of Interest:
 100 year+ Tree identified under 1998 Tree Survey within Management Plan Area with 1998 Schedule Reference Tag
 Built Structure

Restoration and Management:
 Existing Parkland Ponds - Open Water, Fen and Reedbed
 New Parkland Ponds - Open Water and Reedbed
 Existing Wet Woodland
 Proposed Lowland Meadow Target NVC MG5
 Proposed Parkland, Orchard and Avenue Planting
 Existing TPO Woodland / Mature Tree Specimen (subject to management programme)
 Existing Planted / Regenerated Woodland (subject to management programme)
 Proposed Woodland / Parkland Planting (Phased restoration, subject to aftercare and management programme)
 Proposed Footpath (Final Restoration)
 Access Track
 ADDITIONAL MANAGEMENT PLAN AREA

Proposed Boundary Vegetation Management Regime:
 (a) Prior to the Woodland Management Plan being implemented, a detailed assessment of the species composition and tree condition will be made for each compartment, together with the identification of features of particular interest.
 (b) This detailed assessment will be used to draw up more precise management regime for submission to the Mineral Planning Authority.
 (c) The existing trees within the application area will be monitored by an Arboriculturalist for dead, dying or dangerous / unsafe trees and inspected for signs of reportable diseases eg Cholora within the ash planting.
 (d) Generally, within the existing woodlands, thinning, and possibly some coppicing of tree and shrub species will be introduced in order to allow the full development of major trees as well as creating good layer and age structures within scrub and wood edge areas.
 (e) Dead trees to remain standing and when fallen left on site only where this will not impact upon the footpaths and roadsides. Where possible dead, fallen and cut wood will be left in situ to support saprophytes and invertebrates.
 (f) All work will be carried out under the terms of the existing Tree Preservation Order where this applies.
 (g) A gap fill plantation and hedgerow planting scheme for the site will be undertaken in the first available planting season.
 (h) The gap fill and restoration tree and shrub planting will be maintained by the use of chemical spray containing Glyphosate to permit rapid establishment. A 1.0m diameter weed-free area within plantation areas will be maintained around each tree and shrub during Years 1, 2 and 3, or, if required by Surrey County Council at the annual aftercare or management meeting, until canopies close.
 (i) Any plants dying during the five-year aftercare period will be replaced with a size and species to be agreed with Surrey County Council to maintain 100% stocking rate during the aftercare period and to achieve a minimum 90% stocking rate at the start of the extended five year period for woodland management. Any plants loosened by frost or wind will be firmed up and any damaged branches will be removed using a sharp pruning knife.
 (j) At the end of the five year post-planting period, or before, should the plant growth warrant it, the shelters will be removed from any replacement planting

BOUNDARY VEGETATION COMPARTMENTS	A	B	C	D	E	F	G	H
Area:	A	B	C	D	E	F	G	H
Description:	TPO Areas within existing Management Plan Area	Other TPO Areas within site boundary	Woodland regeneration within existing management plan area	Existing Boundary Plantation - NW	Existing Boundary Plantation - SE and E	Existing Boundary - S	Existing Boundary - N	New Planting
Operation:								
Annual Inspection	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes - aftercare
Rootzone Protection	Not required	Not required	Not required	Not required	Yes	Yes	Yes	No
Coppicing - Late Winter	No	No	Where necessary	Where necessary	Where necessary	No	No	No
Hedge Trimming - Late Winter	No	No	Not required	Not required	Not required	Where necessary	Where necessary	No
Thinning - Autumn / Winter	No	No	Where necessary	Where necessary	Where necessary	No	No	No
Replanting November-March	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary
Supplementary Edge Planting	No	No	No	Where necessary	Where necessary	Where necessary	Where necessary	No
New Planting Spring / Summer Spray Visit	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary	Where necessary

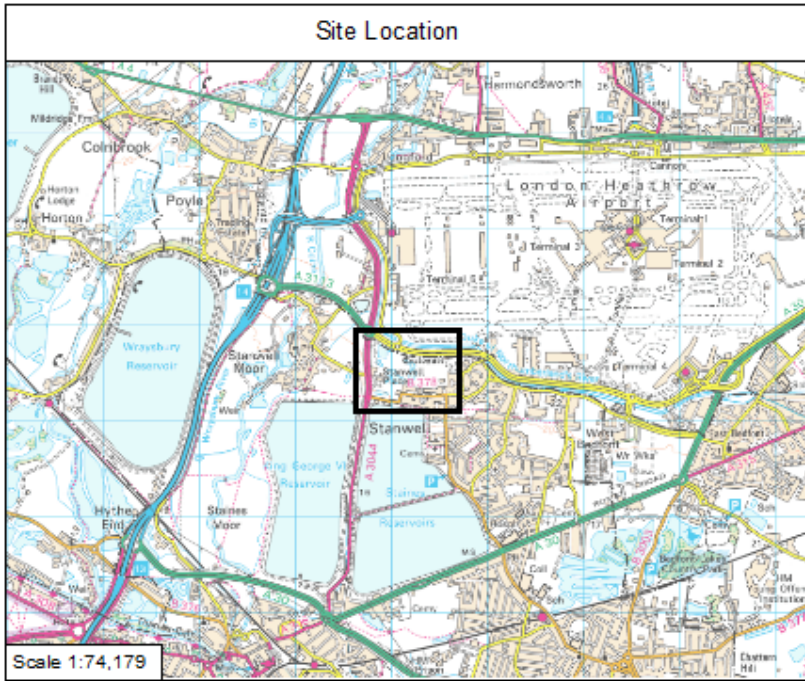
Revisions

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Drawn By: ACW Company: CEMEX UK Materials Limited
 Date: 24 April 2017 Site: STANWELL II
 Scale(s): 1:2,000@A2 Project: EXTRACTION AND INFILLING
 Chk: Title: BOUNDARY VEGETATION MANAGEMENT SCHEME
 Site Ref.: Drawing No: P5 / 227 / 13 A

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Stanwell Quarry, Stanwell Moor Road, Stanwell, Surrey TW19 6AB

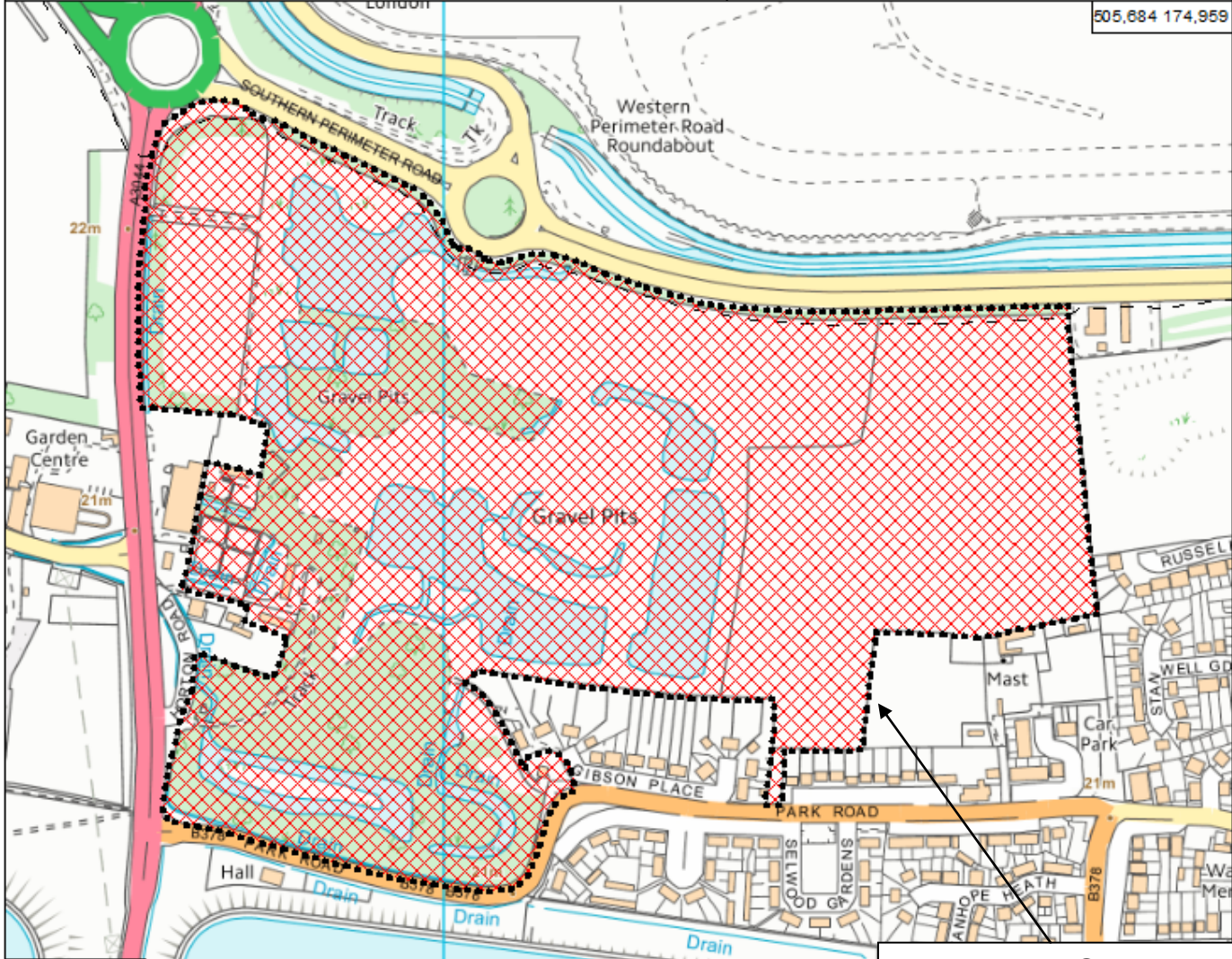
Non-compliance with Conditions 1 and 2 of planning permission ref. SP10/0594 dated 26 October 2011 in order to extend the time taken for restoration until 26 October 2027 and to change the restoration and phasing plans previously approved.

Application No(s): SP17/00118/SCC

Electoral Division(s): Stanwell & Stanwell Moor

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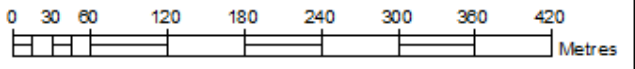
This plan is for indicative purposes only



Application Site Area



Ref No: SCC REF 2016/0206
Date printed: 19/06/2017



Scale
1:5,550

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2012-13 Aerial Photos

Aerial 1 : Stanwell Quarry



2012-13 Aerial Photos

Aerial 2 : Stanwell Quarry



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Figure 1 : Phase 1A and 1B Looking South East



Figure 2 : Looking across the quarry to the South West





Figure 3 : Looking North towards Phases 3B and 3A



Figure 4 : Looking South West towards Phases 2B and 2C





Figure 5 : South Eastern boundary of quarry





Plan 1 : Interim Restoration and Phasing dated 24 April 2017

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Plan 2 : Revised Restoration and Potential Enhancements dated 29 March 2017



