

**TO:** PLANNING & REGULATORY COMMITTEE

**DATE:** 23 March 2016

**BY:** PLANNING DEVELOPMENT TEAM MANAGER

**DISTRICT(S)** SPELTHORNE BOROUGH COUNCIL

**ELECTORAL DIVISION(S):**  
**Stanwell & Stanwell Moor**  
**Mr Evans**

**PURPOSE:** FOR DECISION

**GRID REF:** 504451 174309

**TITLE:** MINERALS/WASTE SP15/01184/SCC – ADDENDUM REPORT

### **SUMMARY REPORT**

**Oakleaf Farm Waste Recycling Facility, Oakleaf Farm, Horton Road, Stanwell Moor, Surrey TW19 6AF.**

**The installation and use of concrete crushing plant for the processing of construction and demolition wastes to produce recycled aggregate.**

### **BACKGROUND**

- 1 This report has been produced further to Surrey County Council's (SCC) Planning and Regulatory Committee's decision to defer determination of planning application Ref. SP15/01184/SCC in February 2016. It should be read in conjunction with the original Officers report which is appended to this report.
- 2 Planning application Ref. SP15/01184/SCC concerns the installation and use of concrete crusher plant within the existing site operating compound at this waste management facility. The concrete crusher would be situated in a permanent location on the southern boundary within the compound as specified on plan drawing No.1163/40/D. The crushing plant would be ancillary development and used to produce recycled aggregate from the construction and demolition waste permitted for handling at the site.
- 3 The report addresses points raised by members at the 24 February 2016 meeting where the SCC's Planning and Regulatory Committee resolved to defer determination of this application (and associated planning application Ref. SP/15/00929/SCC) until a Member's site visit to the Oak Leaf Farm application site has been undertaken. The points to be clarified are addressed under the following sections and are to be considered in conjunction with Officers original assessment for the proposal.

#### **Planning history for the use of a concrete crusher at Oak Leaf Farm**

- 4 This section provides clarification to Members of the planning history involving the use of concrete crushing plant at the Oak Leaf Farm application site.
- 5 In November 2009 Surrey County Council granted planning permission Ref. SP08/0992 for the redevelopment of Oak Leaf Farm as a recycling facility for processing construction and demolition waste which also allows the use of a concrete crusher at the site. Under the 2009 consent the concrete crusher would operate inside a new Materials Recovery Facility building (MRF) also allowed under the same 2009 planning permission.

- 6 Then in 2014 the site operator made a Section 73 planning application (Ref. SP/14/01125/SCC) involving revision to the type of equipment that would operate inside the MRF building to include the use of shredding machinery which would need to operate 24 hours per day, 7 days per week. The proposed revisions to the operating plant meant that there would not be enough room to operate the previously permitted concrete crusher inside the MRF as well as the shredding machinery.
- 7 In March 2015, following the signing of a deed to the pre-existing legal agreement, the County Council granted planning permission Ref. SP/14/01125/SCC which allowed operations including the use of the shredding machinery to be carried out inside the building 24 hours per day 7, days per week.
- 8 Planning application Ref. SP/14/01125/SCC did not propose relocating the concrete crusher elsewhere on site and consequently a planning condition (Condition 7) was imposed on the planning permission preventing the use of concrete crushing plant.
- 9 Although the applicant did not include details of concrete crusher under the 2014 application, the applicant continues to maintain there is a need for a concrete crusher to be operational at Oak Leaf Farm.
- 10 The current planning application (Ref. SP15/01184/SCC) proposes the use of concrete crushing plant in a different location within the site compound from that previously permitted in 2009. It is to be noted that the planning permission granted in 2009 (Ref.SP08/0992) remains implementable in the alternative to the 2015 planning permission (Ref.SP/14/01125/SCC).

#### **Statement on need within very special circumstances**

- 11 This provides an addendum on need and should be read in conjunction to the very special circumstances paragraphs in the Green Belt section, between paragraphs 88 and 89, of the Officers original report.
- 12 Following on from paragraph 88:
- i. Aggregates recycling facilities typically produce recycled aggregates from the crushing and screening of 'hard' construction, demolition and excavation waste (C&D waste) containing concrete, masonry, hardcore, bricks, rock and stone. Oak Leaf Farm already has planning permission to process such C&D waste from which to produce recycled aggregate.
  - ii. Mindful that exploitable resources of concreting aggregates in Surrey are likely to be nearing exhaustion by around 2030 alternative sources of aggregates supply will need to be found. To support this, Surrey Minerals Plan Core Strategy Development Plan Document 2011 (SMP Core Strategy DPD) Policy MC5 sets out ambitious targets to produce at least 0.8mtpa of recycled and secondary aggregates by 2016 and 0.9mtpa by 2026. The Policy also commits the Mineral Planning Authority (MPA) to prepare an Aggregates Recycling DPD which will make provision for new facilities, that together with existing facilities, that provides the productive capacity for meeting these targets. The Aggregates Recycling Joint DPD (ARJDPD) was adopted by the County Council in February 2013.
  - iii. As well as being allocated in the SWP 2008 Policy WD2 for most forms of waste related development including waste recycling, Oak Leaf Farm is also listed as an existing permanent aggregates recycling facility in both the ARJDPD 2013 and Annex 2 of the Surrey Local Aggregate Assessment (LAA) 2015. The site therefore makes an important contribution towards Surrey's targets for recycled aggregate production.

- iv. The applicant estimates that 25% of the material accepted at Oak Leaf forms 'hard' C&D waste material which is greater than 80mm in size. Currently this oversize hard C&D material has to be bulked up and transported off site to other waste facilities for further processing (crushing) or disposal to landfill. This results in the double handling of waste materials and increases waste haulage miles across the County.
  - v. At the 24 February P&R Committee meeting, the Planning Development Team Manager referred to the County Councils Annual Monitoring Report (AMR) as a source of further information on sales of recycled aggregates and production targets. The AMR 2014-2015 reports that sales of recycled and secondary aggregates in Surrey increased from 0.49 mt in 2013 to 0.63 mt in 2014. Whilst this represents a 22% increase, this presents a shortfall of at least 0.17 mtpa below the 2016 target and at least 0.27 mtpa below the 2026 target for recycled aggregate production in Surrey.
  - vi. Further information contained in the LAA 2015 explains that meeting the target to produce at least 0.9mtpa by 2026 is likely to prove more challenging. This is because a number of existing temporary permissions for aggregate recycling on existing mineral workings are due to have expired by 2022 and additional permanent processing capacity is therefore required.
  - vii. The County has a requirement to not only increase production of recycled aggregate, but also to improve the quality of the product. The ARJDPD 2013 explains that primary aggregates, particularly concreting aggregates, are becoming increasingly scarce and there are significant environmental constraints for working the remaining resources in the county. When better quality C&D waste source materials are processed to a higher grade, through screening, crushing and washing for example, this material can be substituted for primary aggregate in a wide range of construction uses such as in the manufacture of concrete. Policy AR5 of the ARJDPD 2013 seeks to promote an improvement in the quality of recycled aggregates produced in Surrey. The policy expects planning applications for aggregates recycling facilities to demonstrate that the development will maximise the amount and range of recyclable materials that can be recovered from the C&D waste stream delivered for treatment at this site.
  - viii. The proposal to install a concrete crusher at oak Leaf Farm would therefore enable this facility to recover a larger amount and range of the recyclable material imported to the site, and produce a higher quality recycled aggregate in accordance with the requirements of ARJDPD Policy AR5. Supporting additional investment in this permanent facility would provide a qualitative improvement to the operation of the site. It is also considered likely to support the potential of the site to continue to continue to make an important contribution towards overall aggregate supply in the county and the targets for the production of recycled and secondary aggregates in the longer term. The site is also well located with regard to the strategic road network serving Surrey, and the proximity to the M25 motorway and the links that it provides.
- 13 Paragraph 89 has been revised and now reads:

“Oak Leaf Farm is listed as a permanent aggregate recycling site in the County’s ARJDPD and LAA, as well as being allocated in the SWP 2008 Policy WD2 for most forms of waste development including waste recycling. The retention and enhancement of existing sites is to be supported wherever possible. Officers recognise that at a typical C&D waste processing facility, the production of recycled aggregates involves a number of processes which include the use of concrete crushing plant. Officers are of the view there is an identified need for a crusher at this site to enhance the existing operation and improve the quality of recycled aggregates produced. If permitted, the concrete crusher is to be used on site in conjunction with a washing plant (already permitted). This will lead to further improvement in the quality of finished product, contribute towards sustainable waste management objectives and development plan targets for recycled aggregate production and move the management of waste further up the waste hierarchy.”

### Clarification of Stockpile heights

- 14 At the 24 February meeting Members queried whether the material stockpiles proposed in the application have a maximum stockpile height limit imposed. Officers advised this point would be clarified.
- 15 To clarify, there is already an existing planning condition (Condition 8 of planning permission SP/14/01125/SCC or Condition 6 of planning permission SP08/0992) that limits material stockpile heights to 6 metres above ground level at the site. It is expected that the maximum stockpile height limit of 6m will also apply to the material stockpiles used in association to the use of the concrete crusher. For clarity a similar condition could be applied to the application. The details conditioning stockpile heights to 6m is set out in the recommended Condition 6 in the conclusion and recommendation section to this report below.

### Clarification of Lighting

- 16 A Member queried whether there would be lighting restriction in place for this proposal, or how would lighting be controlled.
- 17 Control over lighting is proposed and Members attention is drawn to the recommended “*hours of operation*” condition (Condition 2 in the original Officers report and recommended condition 3 below). This condition controls any lighting that may be required in connection to the use of the proposed concrete crusher and the operation of the concrete crusher would be restricted for use in daytime hours i.e. 0700 to 1800 weekdays and 0700 to 1300 on Saturday. The wording of the condition is a standardised condition for ‘hours of operation’ and is recommended to maintain consistency in line with the already permitted hours for day time operations at Oak Leaf Farm.
- 18 This application does not include proposals for new lighting, and any new lighting would require planning consent.

### Addition of Commencement Condition

- 19 This addendum report adds the recommendation of an additional condition for commencing the development which was not included in the Officers original recommendation. This commencement condition is now proposed under the proposed Condition 2 set out under “conclusion and recommendation” section below.

---

## CONCLUSION & RECOMMENDATION

Having regard to the above, and considering the contents and conclusions of the appended Officers report, Officers recommend that planning application Ref. SP15/01184/SCC be **PERMITTED** subject to the following **revised** conditions.

Conditions:

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

Drawing number 1163/40D: Site Location Plan dated 5 August 2015

2. The development hereby permitted shall be begun not later than the expiration of three years beginning with the date of this permission. The applicant shall notify the County

Planning Authority in writing within seven working days of the commencement of development.

3. No lights shall be illuminated nor shall any operations or activities authorised or required by this permission be carried out outside the following hours:

07:00 to 18:00 Mondays to Fridays  
07:00 to 13:00 Saturdays

and there shall be no working on Sundays, or Bank, National or Public Holidays.

4. The level of noise arising from the development hereby permitted shall not exceed the level of 55 LAeq (½ hour) measured at, or recalculated as at, a height of 1.2m and at least 3.5m from the facade of the properties 121 to 149 Horton Road or 47 LAeq (½ hour) measured at, or recalculated as at, a height of 1.2m and at least 3.5m from the facade of the noise sensitive locations at Pegasus stables or the properties in Hithermoor Road.
5. No activity hereby permitted shall cause dust to be emitted so as to cause nuisance or loss of amenity at sensitive receptors. Should such emissions occur the activity shall be suspended until it can be resumed without causing any unacceptable emissions. The operation of the concrete crusher shall be commensurate with the Dust Action Plan approved under Ref. SP10/0476 dated 29 September 2010 or as subsequently amended.
6. The material stockpiles delineated on Drawing No.1163/40/D shall not exceed a height of 6 meters above ground level.

Reasons:

1. In the interests of proper planning and to ensure that the permission is implemented in accordance with the terms of the application.
2. To enable the County Planning Authority to exercise control over the site for the development hereby permitted and 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.
3. To protect the amenities of local residents in accordance with Policy DC3 of the Surrey Waste Plan 2008.
4. To ensure the minimum disturbance and avoid nuisance to the locality to comply with Policy DC3 of the Surrey Waste Plan 2008 and Policy EN11 of the Spelthorne Borough Core Strategy and Policies and Development Plan Document 2009.
5. In the interests of local amenity, the environment and/or human health to comply with Surrey Waste Plan 2008 Policy DC3.
6. To enable the County Planning Authority to Exercise control over the development hereby permitted and to protect the amenities of local residents in accordance with Policy DC3 of the Surrey Waste Plan 2008.

Informatives:

1. The Applicant's attention is drawn to the requirements of the Environmental Permit for the site. Please check with the Environment Agency as to whether your site is compliant with the current permit and also legislation.

2. The County Planning Authority confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

---

## **CONTACT**

Duncan Evans

**TEL. NO.**

0208 541 9094

---

## **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

National Planning Policy for Waste 2014

National Planning Practice Guidance

### **The Development Plan**

Surrey Waste Plan 2008

Spelthorne Borough Core Strategy and Policies DPD February 2009

Spelthorne Borough Local Plan 2001 (Saved policy)

### **Other Documents**

Planning permission Ref SP08/0992 dated 19 November 2009 and accompanying application documents and Officers report.

Minutes from 24 February 2016 Planning and Regulatory Committee meeting

Surrey County Council Annual Monitoring Report 2014-2015

Surrey County Council Local Aggregates Assessment 2015

---

## **ANNEXES**

- A Officer report to 24 February 2016 Planning and Regulatory Committee on application Ref. Ref. SP15/01184/SCC.