

Report of the Head of Planning, Sport and Green Spaces

Address HARLINGTON QUARRY, NORTH OF CRANFORD LANE HARLINGTON

Development: Erection of an Anaerobic Digestion Biogas Plant including landscaping, parking and associated works.

LBH Ref Nos: 2373/APP/2012/2011

Drawing Nos: Design and Access statement
ITL7203-SK-001
46368012
Archaeological Assessment
M10.149.07 REV A
Shortlisted sites Constraints Plan 2
Ward Associates Ecological Assessment
402-03900-00001
Site search and constraints mapping Flood Risk map
Assessment of Food Waste Treatment 'need' for the Harlington Quarry Site
4053 - WBM Noise Assessment
Planning statement
JCB/NM/JM/ITB7203-001a R - Transport Statement
412.00063.00043.001 - Phase One Environmental Assessment
210
M10.149.03 REV A
M10.149.10 REV A
M10.149.05
Photographs
M10.149.02
M10.149.04
M10.149.06
M10.149.08
M10.149.09
M10.149.11
M10.149.13
M10.149.07
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Supplementary Assessment of Impact on Listed Buildings and
Conservation Areas
M10.149(a).03
M10.149(a).02
12010/V5a/1
12010/V5a/2
SLR Alternative Sites - Response to GLA
SLR Carbon Emissions - Response to GLA
Carbon Report - Response to GLA
Heat User Study - Response to GLA and Sustainability officer
SLR Process and Energy Outputs - Response to GLA
WLWP Response Schedule
Alternative Sites Assessment
John W Platts Chartered Landscape Architects Ltd Landscape Appraisal
Revision 02
Portakabin Energy Rating

Date Plans Received:	14/08/2012	Date(s) of Amendment(s):	16/08/2012
Date Application Valid:	02/11/2012		16/08/2014
			11/02/2013
			01/03/2013
			13/11/2013
			01/11/2012
			02/11/2012

1. SUMMARY

This application seeks consent for the erection of an Anerobic Digestion plant on a site currently occupied by a diused sand and gravel processing plant.

The surrounding land is designated as Green Belt and is adjoined to the east by Cranford park Conservation Area and Country Park, which is a designated Ecological Site of Borough Grade 2 of Local Importance.

It is considered that the scheme has failed to demonstrate that there are any specific special circumstances to justify such a development within the Green Belt. Given the nature of the development, its siting, scale, and massing, the proposal is considered to have a detriemtnal impact on the character, visual amenity and openness of the Green Belt setting and is considered to form a wholly inappropriate form of overdevelopment in this location.

Furthermore, the application has failed to demonstrate that the proposed development could be completed without detriment to the air quality within the surrounding area.

Refusal is recommended accordingly.

2. RECOMMENDATION

1. That the application be referred back to the Greater London Authority.
2. That should the Mayor not direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application, and refuse the application for the following reasons:

1 NON2 Green Belt

The proposal, by reason of its location, the extent, scale and massing of the built form, the associated infrastructure, and the intensified generation of commercial activity, would result in the loss of open space and the future ecological value of the site, and would cause detrimental harm to the visual amenity, openness and setting of the Green Belt, adjacent Cranford Park Conservation Area and Ecological Site of Borough Grade 2 of Local Importance. The scheme has also failed to demonstrate that there are any special circumstances for allwoing such inappropriate development within the Green Belt. Overall, the proposals are contrary to Policies BE1, HE1, EM2 and EM6 of the Hillingdon Local Plan: Part One - Strategic Policies, Policies EC2, BE4, OE1, OL1, OL4 and OL5 of

the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), London Plan Policy 7.16 and National Planning Policy Framework (Chapter 9).

2 NON2 Air quality

The scheme, in the absence of a detailed and robust assessment of the likely emissions arising from all aspects of the proposed Anaerobic Digestion plant, is considered to give rise to unacceptable levels of air and odour pollution within the area, which would exceed the EU limit values for Air Quality Management Areas. The scheme therefore fails to comply with policies 7.14 of the London Plan, EM8 of the Hillingdon Local Plan: Part One - Strategic Policies, and Air Quality Supplementary Planning Guidance (2002).

3 NON2 Planning obligations

In the absence of an agreement between the Council and applicant to secure contributions towards the improvement of services and the environment as a consequence of demands created by the proposed development, in respect of construction training, highways works, air quality, and environmental mitigation, the proposal would be contrart to Policy R17 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Planning Obligations Supplementary Planning Guidance.

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
BE13	New development must harmonise with the existing street scene.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE4	New development within or on the fringes of conservation areas
EC2	Nature conservation considerations and ecological assessments
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010 (2011) Opportunity Areas and intensification areas

LPP 2.13	
LPP 2.17	(2011) Strategic Industrial Locations
LPP 5.1	(2011) Climate Change Mitigation
LPP 5.13	(2011) Sustainable drainage
LPP 5.17	(2011) Waste capacity
LPP 5.19	(2011) Hazardous waste
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.21	(2011) Contaminated land
LPP 5.3	(2011) Sustainable design and construction
LPP 5.7	(2011) Renewable energy
LPP 5.8	(2011) Innovative energy technologies
LPP 5.9	(2011) Overheating and cooling
LPP 6.12	(2011) Road Network Capacity
LPP 6.13	(2011) Parking
LPP 6.3	(2011) Assessing effects of development on transport capacity
LPP 7.14	(2011) Improving air quality
LPP 7.15	(2011) Reducing noise and enhancing soundscapes
LPP 7.16	(2011) Green Belt
LPP 7.19	(2011) Biodiversity and access to nature
LPP 7.21	(2011) Trees and woodland
LPP 7.4	(2011) Local character
LPP 8.2	(2011) Planning obligations
LPP 8.3	(2011) Community infrastructure levy
MIN16	Waste recycling and disposal - encouragement of efficient and environmentally acceptable facilities
NPPF	National Planning Policy Framework
OE1	Protection of the character and amenities of surrounding properties and the local area
OE11	Development involving hazardous substances and contaminated land - requirement for ameliorative measures
OE2	Assessment of environmental impact of proposed development
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE5	Siting of noise-sensitive developments
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL4	Green Belt - replacement or extension of buildings
OL5	Development proposals adjacent to the Green Belt
PPS10	Planning for Sustainable Waste Management
R16	Accessibility for elderly people, people with disabilities, women and children
SPD-NO	Noise Supplementary Planning Document, adopted April 2006
SPG-AQ	Air Quality Supplementary Planning Guidance, adopted May 2002

3. CONSIDERATIONS

3.1 Site and Locality

The application site is currently occupied by a disused sand and gravel processing plant known as Harlington Quarry. The site is surrounded by open land including arable fields, and restored, and inactive landfill sites. The site is located 500 metres north of Cranford Lane, approximately 200 metres south of the M4 motorway with residential area located beyond this (300 metres to the north of the site) and Harlington Village centre is located approximately 720 metres to the south west.

Immediately to the north of the site lies Crane Meadows. To the east there is a woodland and approximately 400 metres in this direction from the site Cranford Country Park is located, which is an 'Ecological site of Borough Grade 2 of Local Importance'. To the west, the site is adjacent to an arable field, beyond which is residential.

The land is designated as Green Belt land, and adjoins Cranford Park Conservation Area along its eastern boundary. Harlington Village Conservation Area is located to the west of the site.

3.2 Proposed Scheme

This application proposes to re-develop the site and provide for a new anaerobic digestion(AD) plant at the existing disused Harlington Quarry. The scheme proposes to replace all of the buildings and structures related to the quarry, with a number of buildings and tanks associated with the proposed use. The plant area is 2.59ha and this consists of a mix of structures which include a weighbridge/office, reception building, mixing tank, digester tanks x 2, degestate storage tanks x 3, electricity generation plant x 3, site office, workshop and ancillary plant.

The highest structures within the site will be the digesters, which will have a maximum height of 19 metres. The offices, weighbridge and portakabins will form the lowest structures with a consistant height of 3 metres. All other structures within the plant site will be between these two height brackets, with a maximum height of 10 metres (storage tanks and reception building).

It is proposed that the operational areas of the site will be screened by both existing and proposed screening bunds which are to be grass seeded, and tree and shrubs planted to further screen the area. The proposed bunds will be 3 metres in height, with a more gradual slope to the outer side of the boundary.

Access to the site will remain as existing via the northern access track, linking to Harlington High Street.

The remainder of the quarry site will be restored to agricultural use and wildlife area in accordance with the conditions of the existing planning permission (2373/APP/2005/2815).

3.3 Relevant Planning History

2373/APP/2005/2815 North Of Cranford Lane Harlington

EXTRACTION OF SAND AND GRAVEL; BACKFILLING (INCLUDING FRESH WATER LAGOON) WITH INERT WASTE; USE OF LAND FOR THE RECYCLING OF INERT CONSTRUCTION AND DEMOLITION WASTE AND RETENTION OF TEMPORARY BUILDINGS FOR A PERIOD OF 10 YEARS; RESTORATION OF LAND TO AGRICULTURE/WILDLIFE HABITAT

Decision: 12-12-2006 Approved

Comment on Relevant Planning History

Planning permission for a sand and gravel extraction plants was granted on appeal in 1968. This permission was subsequently updated in 1999 under the Environment Act 1990 (the ROMP process). The quarry has been dormant for around 10 years.

In December 2006 (application reference 2373/APP/2005/2815), planning permission was granted for the extraction of the remaining sand and gravel, the backfilling of the lagoon with inert waste, the recycling of inert construction and demolition waste and the retention of the buildings for 10 years, followed by the restoration of the land to agriculture/wildlife habitat. The deadline for completing the mineral extraction and restoration was extended until November 2019.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.CI1 (2012) Community Infrastructure Provision
- PT1.EM11 (2012) Sustainable Waste Management
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM6 (2012) Flood Risk Management
- PT1.EM7 (2012) Biodiversity and Geological Conservation
- PT1.EM8 (2012) Land, Water, Air and Noise
- PT1.HE1 (2012) Heritage

Part 2 Policies:

- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- BE13 New development must harmonise with the existing street scene.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.

BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
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LPP 5.13	(2011) Sustainable drainage
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LPP 5.19	(2011) Hazardous waste
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.21	(2011) Contaminated land
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LPP 5.7	(2011) Renewable energy
LPP 5.8	(2011) Innovative energy technologies
LPP 5.9	(2011) Overheating and cooling
LPP 6.12	(2011) Road Network Capacity
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SPD-NO	Noise Supplementary Planning Document, adopted April 2006
SPG-AQ	Air Quality Supplementary Planning Guidance, adopted May 2002

5. Advertisement and Site Notice

- 5.1** Advertisement Expiry Date:- **6th December 2012**
- 5.2** Site Notice Expiry Date:- Not applicable

12th December 2012

6. Consultations

External Consultees

18 residents were consulted on the application and a site notice was displayed which expired on 12th December 2012. Four letters were received in response to this consultation which raised the following concerns:

- Scheme would result in visual impact and low amenity on Cranford Park;
- Scale and height of the proposal would be visible from the park and damage views.
- Concerns with regards to traffic and increased emissions/air pollution from the site.

Cranford Park Friends

- No special reason has been given as to why the proposal needs to be on Green Belt land;
- This land has to be restored to farm land by 2016;
- Proposals would cause visual intrusion and be clearly visible from Cranford Park Conservation Area;
- Crane Meadows is owned by Cranford Park Friends, although not in public use at present. Expect the public to be given access to Crane Meadows at a future date;
- Proposal would cause aural and visual intrusion to this part.

Harlington and Cranford Advisory Panel

- Green Belt should not be developed unless there is no where else in non Green Belt land that it could be sited;
- Site should be cleared and restored to farmland by 2016, not replaced with plants;
- Traffic movements need reapproving;
- Proposal would be a permanent eyesore.

NATS

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Limited has no safeguarding objections to this proposal.

HEATHROW AIRPORT SAFEGUARDING

No safeguarding objections. Recommend that the following informative is added to any consent:

Cranes

Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicants attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' (available at <http://www.aoa.org.uk/policy-safeguarding.htm>) Regards Simon Vince Safeguarding Officer Airside Safety & Compliance

ENVIRONMENT AGENCY

We have no objections to the proposed development subject to the inclusion of a number of conditions. Without these conditions, the proposed development on this site poses an unacceptable risk to the environment and we would object to the application

Condition 1

No development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), shall take place until a scheme that

includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority:

1) A preliminary risk assessment which has identified:

- all previous uses
- potential contaminants associated with those uses
- a conceptual model of the site indicating sources, pathways and receptors potentially unacceptable risks arising from contamination at the site.

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

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

4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express written consent of the local planning authority. The scheme shall be implemented as approved.

Reasons

The site is in a sensitive groundwater area, upon a principle aquifer and in close proximity to a private permitted abstraction. Any contaminants entering the groundwater may affect this abstraction or cause problems for the groundwater to achieve good chemical status by 2027 which is required by the Water Framework Directive.

National Planning Policy Framework (NPPF) paragraph 109 states 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. Government policy also states that planning policies and decisions should also ensure that adequate site investigation information, prepared by a competent person, is presented (NPPF, paragraph 121).

Condition 2

No infiltration of surface water drainage into the ground at the site is permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reasons

Infiltration at the site has the potential to mobilise existing contamination in the land or introduce contamination from the new activity if there is a failure of control measures. Due to the sensitivity of the site no pathways should be present to allow such contamination to enter the ground. National Planning Policy Framework (NPPF) paragraph 109 states 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.

Condition 3

Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context

of the development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Proposals for all storage tanks to have secondary containment (bunding at 110% of the largest tank capacity or 25% of total capacity)
- All other areas must have impermeable sealed drainage system to prevent any emission to ground.
- Details of the drainage system indicating gulleys, pipework, interceptors storage areas and connections to foul and surface water discharges.
- Details of how the scheme shall be maintained and managed after completion.
- Indicate the volume, general layout and areas contributing to the rainwater harvesting system.
- Confirm the type, size and location of the proposed SUDS features. Any proposals which indicate the storage of liquids below groundwater level will not be acceptable.

Reasons

To minimise risk to groundwater quality but to improve and protect it where practical and improve habitat and amenity. To prevent the increased risk of flooding, both on and off site.

Note:

In order to discharge this condition the following information (but not limited to) will have to be provided;

- A clearly labelled drainage layout plan showing pipe networks and any attenuation features, such as swales, filter strips or soakaways. This plan should show any pipe 'node numbers' that have been referred to in network calculations and it should also show invert and cover levels of any manholes.
- If infiltration forms part of the proposed storm water system such as infiltration trenches and soakaways, soakage test results and test locations are to be submitted in accordance with BRE digest 365.
- Where on site attenuation is achieved through swales or ponds calculations showing the volume of these are also required.
- Calculations should demonstrate how the system operates during a 1 in 100 year critical duration storm event. If overland flooding occurs in this event, a plan should also be submitted detailing the location of overland flow paths.

Advice to Applicant

-Environmental Management

The applicant must obtain the relevant Environmental Permit from the Environment Agency. The applicant should contact Luke Tobitt in our Environment Management Team on 01707 632 714 to discuss the requirements of the permit.

All areas where waste is being handled and treated must have a sealed drainage system. Interceptors on surface water drainage systems must be inspected bi-annually, maintained and emptied when necessary. The interceptor must be re-charged with water once emptied.

All cleaning and washing operations, including steam cleaning effluent, should be carried out in designated areas isolated from the surface water system and draining to the foul sewer.

No construction material shall be stored in a manner that poses a risk to controlled waters.

-Flood Defence Consent

Under the Water Resources Act 1991 and the Thames Region Land Drainage Byelaws 1981, the prior written consent of the Environment Agency is required for certain works or structures in, over, under or within 8.0m of the top of the bank of the Frogs Ditch. The applicant should contact ps-thames@environmentagency.gov.uk for more details on applying for a Flood Defence Consent.

ENGLISH HERITAGE

Do not consider that the application should be notified to English Heritage

MINISTRY OF DEFENCE

No safeguarding objections

GREATER LONDON AUTHORITY (GLA)

Strategic planning application stage 1 referral (new powers) Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008

The proposal:

Construction of an Anaerobic Digestion (AD) facility, including an electricity generation plant (x3) and other associated structures. The waste management facility has the capacity to recover 49,500 tonnes of waste per year. The scheme also includes access, parking and landscaping.

The applicant:

The applicant is Andigestion Ltd and the agent is Stephen Bowley Planning Consultancy.

Strategic issues:

At this stage, the principle of the development to provide for a waste management use within the Greenbelt is not acceptable. Further information with regards to urban design and inclusive access, climate change and transport is also required to address outstanding concerns for the scheme to be considered as fully compliant with the London Plan.

Recommendation:

That Hillingdon Council be advised that the application on balance does not comply with the London Plan for the reasons set out in paragraph 78 of this report; but that the possible remedies set out in this paragraph could address these deficiencies.

Context

1. On 26 November 2012 the Mayor of London received documents from Hillingdon Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2. The application is referable under the following categories of the Schedule to the Order 2008: Category 2D (1) 'Waste development which does not accord with one or more provisions of the development plan in force in the area in which the application site is situated and which falls into one or more of these sub-categories (a) it occupies more than 0.5 hectares'

Category 3D (1) 'Development (a) on land allocated as Green Belt or Metropolitan Open Land in the development plan, in proposals for such a plan, or in proposals for the alteration or replacement of such a plan; and (b) which would involve the construction of a building with a floorspace of more than 1,000 square metres or a material change in the use of such a building.'

3. Once Hillingdon Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4. The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 has been taken into account in the consideration of this case.

5. The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6. The application site is currently occupied by a disused sand and gravel processing plant known as Harlington Quarry. The site is surrounded by open land including arable fields and restored and inactive landfill sites; the site is located 500 metres north of Cranford Lane, approximately 200 metres south of the M4 motorway with residential area located beyond this (300 metres to the north of the site) and Harlington village centre is located approximately 720m to the south west.

7. Immediately to the north of the site lies Crane Meadows, to the east there is woodland and approximately 400 metres in this direction from the site Cranford Country Park is located which is an 'Ecological site of Borough Grade 2 of Local Importance'. To the west the site is adjacent to an arable field, beyond, which is residential uses.

8. Cranford Park to the east The nearest section of the Transport for London Road Network (TLRN) is the A321 The Parkway, approximately 900m to the east, and the A4, situated 1km to the south. There is no section of Strategic Road Network (SRN) within 3km of the site. The site will be accessed via the existing quarry access arrangements from Harlington High Street.

9. Three bus routes (140, 90 and H98) can be accessed within 500m of the proposed development site. These provide services between Heathrow Bus Station and Long Elms, School Road and Wood End Road and Northolt and Feltham Leisure Centre. Cycle superhighway 9 (Heathrow to Hyde Park Corner) lies approximately 1km to the south.

10. Hayes & Harlington Railway Station is located approximately 1.2km to the north and offers a service on the First Great Western and Heathrow Connect lines. The station will further benefit from Crossrail services by 2019. The nearest London Underground Station to the site is Hatton Cross (Piccadilly Line), located approximately 2.6km to the south of the site, and therefore not considered to be within an acceptable walking distance. As such, the site has been estimated to records a poor public transport accessibility level (PTAL) of 2, on a scale of 1-6 where 6 is most accessible.

Details of the proposal:

11. The applicant proposes to re-develop the site and provide for a new anaerobic digestion at the existing disused Harlington Quarry and will replace all of the existing buildings and structures related to the quarry. It should be noted that the applicant intends the new anaerobic digestion plant to replace an existing quarry processing plant, with the remainder of the quarry site to be restored to agricultural use and wildlife area in accordance with the conditions of the existing planning permission (Reference No: 2373/APP/2005/2815). The proposed new development will be contained within the existing Harlington Quarry Plant Site and will replace all of the existing buildings and structures related to the quarry.

12. The technology proposed is an anaerobic digestion (AD) facility which will have the capacity to recover 49,500 tonnes of waste per year and will process food wastes only.

13. The development proposals will comprise a number of components including a weighbridge/office, a 1,092 sq. m reception building located to the south west of the site, two digester tanks, three digestate tanks, a site office, workshop and ancillary plant.

14. The digesters will be the highest structures within the plant site will have a maximum height of 19m (broken down as 14.5m to the rim of the drum decreasing in size for further 2.5m to the top of the dome with a diameter of 1m, and a 2m funnel which has also has a diameter of 1m).

15. In addition to the above the development proposals will include three 1.0 MW electricity generation plants.

Case history:

16. The applicant did not enter into pre application discussions.
Strategic planning issues and relevant policies and guidance

17. The relevant issues and corresponding policies are as follows:

- Waste/minerals- London Plan; the Municipal and Business Waste Management
- Green Belt/MOL - London Plan
- Employment - London Plan; Industrial Capacity SPG; Land for Industry and Transport SPG
- Urban Design - London Plan
- Air quality - London Plan; the Mayor's Air Quality Strategy;
- Ambient noise London Plan; the Mayor's Ambient Noise Strategy;
- Sustainable development - London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy
- Parking - London Plan; the Mayor's Transport Strategy

18. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the saved polices from the 2004 Hillingdon Unitary Development Plan, the 2012 Hillingdon Development (Core) Strategy and the 2011 London Plan.

19. The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework
- The Early Minor Alteration to the London Plan
- The draft West London Waste Plan (WLWP) Proposed Sites and Policies Consultation Document (February 2011).

Principle of Development:

Waste

20. London Plan policy 2.17 and annex three of the London Plan, seek to promote and where appropriate, protect the strategic industrial locations (SILs) as 'London's main reservoirs of industrial and related capacity, for industrial uses, including waste management and environmental industries'.

21. Map 2.7 which accompanies policy 2.17 identifies the Preferred Industrial Location's (PIL's) which are regarded as locations particularly suitable for general industrial use, waste management and recycling functions. The proposed development site is not located within such areas.

22. The application site at Harlington Quarry was formally nominated for consideration through the West London Waste Plan (WLWP) process; however it is understood that the WLWP Proposed Sites and Policies Consultation Document (February 2011) did not take forward the application site as a suitable site for a waste management use; however, it should be noted that little weight is afforded to this document at this stage.

23. Further clarification will need to be given concerning this point from the Council in order to understand the justification of the removal of the site from the preferred site section of the document. Further clarification will also need to be given regarding the advancement of the WLWP and any relevant recent updates.

24. It is recommended that the applicant should in the first instance pursue the designation of the site through the waste plan.

25. The applicant has provided an Assessment of Food Waste Treatment report which sets out where material needed for the AD process is expected to come from. The information provided in the submitted material is unclear as to what percentages of waste may be processed and from where.

26. In terms of the technology proposed, anaerobic digestion (AD) is supported in principle, especially as the applicant proposes to use waste derived gases to produce some renewable energy. The applicant has stated that the electrical generation will be provided for the National Grid network, again which is supported; however, the applicant will need to confirm that the facility is designed to ensure that all usable generated heat can be exported to local heat distribution networks (nearby commercial or residential users) should they be available and this will need to be demonstrated through a district heat study, which will need to be submitted before the scheme is referred back to the Mayor at stage two. Should the application be granted the Council should require a commitment to make best endeavours to develop a heat network and to ensure that the proposed development is heat-off take ready so that the scheme fully complies with London Plan policy 5.17 (part C).

27. The London Plan also requires boroughs to bring forward land to manage borough waste apportionments; Hillingdon has been designated a London apportionment figure of 3.7% share of waste to be managed in London by 2031 with a target to manage 186,000 tonnes of MSW by 2031 (refer to table 5.2 in the London Plan). The proposed application is anticipated to manage up to 49,500 tonnes per annum and therefore the development scheme will help achieve these strategic targets and in this regard complies with London Plan policies 5.16 and 5.17.

28. The proposed scheme would contribute to the Mayor's policy objectives for London to manage as much of its own waste within London as practicable, working towards 100 per cent self sufficiency by 2031 and would help to meet borough apportionment figures in line with 5.16.
Green Belt

29. It is understood that the application site is an inactive quarry that has a remaining permitted life until November 2019 and that the development will be on previously developed land within the Green Belt. It is also noted that the site has permission for the recycling of construction and demolition materials over the same period.

30. London Plan Policy 7.16 makes it clear that "the strongest protection should be given to London's Green Belt, in accordance with national guidance. The London Plan also makes it clear that inappropriate development should be refused, except in very special circumstances.

31. The policy guidance of paragraphs 79-92 of the National Planning Policy Framework (NPPF) on Green states that the Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

32. Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances; the NPPF makes it clear that 'very special circumstances' will not exist unless potential harm to the Green Belt by reason of inappropriateness, is clearly outweighed by other considerations.

33. In addition, paragraph 89 of the NPPF states that 'a local planning authority should regard the

construction of new buildings as inappropriate in Green Belt' and lists exceptions to this, including redevelopment of previously developed sites and replacement of a building of the same use and not materially larger than the one it replaces. The development proposals to construct an AD facility do not fall within any of the exceptions listed in paragraphs 89 and 90 of the NPPF.

34. Therefore, by definition the proposal is not appropriate, the only possible justification to allow this proposal would be if very special circumstances existed and were demonstrated before any recommendation for approval could be made. There is no definition of 'very special circumstances' and each planning application has to be judged on its own merits.

- Very special circumstances:

35. There are no existing waste management uses on the site and therefore the proposed waste management uses are not appropriate for Green Belt. The applicant has sought to make a 'very special circumstances' argument as follows:

· The wider environmental benefits of renewable energy production:

36. The applicant has stated that from the methane gas resulting from the anaerobic digestion process the plant will produce 18,000MW hours of electricity, which, the applicant states is sufficient to meet 2,500 homes annual requirement. The applicant intends to utilise some electricity directly on site but state that the majority will be fed into the National Grid. The applicant also states that current options to export the surplus energy generated to local hotels and Heathrow Airport are being explored. Before the scheme is referred back at stage two, the applicant will need to provide robust justification of the figures given and will need to provide some confirmation of end users of the energy and how this will be implemented. However, the production of renewable energy itself is not a very special circumstance as this occurs on many sites throughout London.

· The locational needs of anaerobic digestion facilities:

37. In setting out a case for very special circumstances, the applicant has stated that locational criteria for AD plants are set out in the Environment Agency Standard Rules for anaerobic digestion facilities (SR2010 No.15 version 3.0 June 2012) which sets out that the permitted activity must not be carried out:

- Within 500 metres of a European Site, Ramsar Site or SSSI
- Within 250 metres of any off-site building used by the public (including dwelling houses)
- Within an Air Quality Management Area (AQMA) designated due to concerns about nitrogen dioxide
- Within groundwater Source Protection Zone 1 (SPZ1)

38. The applicant states that a key constraint for planning purposes in relation to a site within West London is the 250 metre buffer zone to off-site buildings used by the public and that in this regard the site is suitable and is a special circumstance. However, the London Plan makes it clear that designated Strategic Industrial Land is appropriate for waste management facilities, some of which contain sites that are located in excess of 250 metres from buildings used by the public. The draft West London Waste Plan also identifies appropriate locations for waste management facilities none of which include the Green Belt site put forward to which this report relates. In addition, it is understood that where a site cannot meet the Environment Agency criteria there is the potential to apply for a bespoke permit.

· Lack of alternative sites for a waste management facility:

39. As part of the planning application submission, the applicant has prepared an Alternative Sites Assessment which analyses a number of sites identified in the West London Area based on a set of site assessment criteria identified. The process concluded with a shortlist of six sites which were then subject to a comparative assessment; the proposed site at Harlington Quarry was considered the available best site.

40. Questions are raised regarding the robustness of the sites assessment submitted and its methodology, in particular it is noted that three of the sites short listed score equally, one of which is located within a designated industrial estate within an Opportunity Area. It is unclear how the final conclusions are derived.

·Need for the development:

41. The applicant has noted that the need for an AD facility to serve the West London has been identified in the preparation of the West London Waste Plan (WLWP) and as part of the planning submission the applicant has prepared an Assessment of Food Waste Treatment report. This document provides a food waste availability assessment for the proposed site and the applicant intends this to contribute to the demonstration of 'need' for the facility.

42. The report highlights that in terms of the competitor landscape in WLWA, there are currently no operational AD facilities. Furthermore, at the time of writing there are no known AD facilities that are formally within the planning process.

43. In addition, the report sets out the estimated Need for Food Waste Treatment Capacity in West London; based on scenario of 79,000 to 150,000 tonnes of waste per annum (for the WLWP area to meet self-sufficiency) the report concludes that up to four additional AD facilities will be required to treat local authority waste by 2025.

44. The applicant notes that all of the waste processed will come from within the WLWP area which is encouraged, however a focus should be to utilise waste derived by the borough of Hillingdon and clarity in this regard is requested.

45. A number of issues of clarity are needed regarding the figures and in particular the applicant does not provide clear confirmation of verified future sources.

·The environmental and economic benefits of sustainable waste management:

46. The applicant states that the proposed plant at Harlington Quarry will process local food waste that is presently being treated by processes lower down the waste hierarchy, or at an AD facility in Northamptonshire. The provision of a local AD plant will therefore move the treatment of this waste up the Waste Hierarchy and also reduce unnecessary travel distances by HGV's exporting waste out of London. Evidence that this is the case should be provided by the applicant.

47. In addition, the applicant should also confirm where the end products such as bio-fertilizers would be used, how they would be transported and any impacts this would have environmentally.
Employment use

48. The applicant has confirmed that the scheme will generate 12 jobs directly. As well as this, the applicant should demonstrate that the operators of the facility would be committed to undertaking and / or funding a local employment and training scheme in order to ensure that contractors provide opportunities for the training of local apprentices and for securing the use of local labour, and goods and services during the construction and operation of the project, which is in accordance with the London Plan (Policy 4.12). This will need to be secured accordingly by Hillingdon Council.

In summary:

49. In terms of the technology proposed, anaerobic digestion (AD) is supported as it will contribute to London's self sufficiency targets, will help to meet Hillingdon's waste apportionment and will generate renewable energy. It is also acknowledged that the scheme would deliver a small number of direct jobs.

50. Notwithstanding this, the justification for Green Belt development is insufficient, the very special circumstances demonstrated and evidence provide is not robust and a number of questions are

raised. Therefore, in line with the NPPF and London Plan policy 7.16 the applicant has failed to demonstrate that 'very special circumstances exist and at this stage the principle of development is not acceptable.

Urban design and inclusive access:

51. As has been explained earlier in this report, the site is situated on the Green Belt. The proposed development comprises a number of buildings which resemble a complex of modern farm buildings and in total there will be an uplift of 557 sq. m. of built form on the site compared to the existing.

52. It is acknowledged that the applicant has positioned the new structures in areas of the site to minimise impact on the openness of the Green Belt in line with London Plan policy 7.16 and that landscaping proposed will help soften any visual impact caused by the agricultural forms of the proposed AD facility.

53. Despite this, the new development would include two digester tanks which will have a maximum height of 19 metres and a large reception building (1,092sq. m.) reaching 10 metres. Given the typology of the site and surrounding area the proposal will be visible from nearby Green Belt land and public areas adjacent to the Green Belt. The applicant states that given the landscaping strategy proposed, the development proposals will have limited visual impact and not cause a significant impact on the openness of the Green Belt. However, the impact the development will have on local views and the openness of the Green Belt has not been clearly demonstrated and therefore the negative impact and harm to the character, openness and visual amenity of the Green Belt remains. Before the application is referred back to the Mayor, the applicant will need to demonstrate that the new buildings do not have a detrimental impact on the open character of views from, within, or across the Green Belt.

54. The elevational treatment is welcome and in terms of appearance, the applicant has introduced materials to ensure that the structures will be sensitive to the surroundings and further enhance the agricultural feel of the site, which is supported. The layout of the development proposals are accepted, subject to the issues as set out in paragraph 53 above.

55. The applicant has not provided any information or details regarding inclusive access. Before the scheme is referred back to the mayor at stage two the applicant will need to provide additional information to demonstrate how the principles of inclusive design have been integrated into the proposed development to ensure full and easy access for all users. This will ensure the scheme meets London Plan policy 7.2.

Air quality:

56. The applicant confirms that proposed site lies within an AQMA. An air quality assessment has been undertaken to determine any impact the development proposal would have on the current air quality. The assessment has demonstrated that the scheme will have either a negligible or minor significance impact on air quality. The information the applicant has presented is sufficient and while this does not generate any strategic issues, the council will need to be content in this regard. With this in mind, the scheme complies with London Plan policy 7.14

Noise:

57. A noise assessment has been carried out by the applicant; this demonstrates that the noise climate of the area is generally affected by M4 Motorway noise and aircraft associated with Heathrow Airport. The report concludes that the scheme will generate noise levels below the average daytime and evening background noise levels for the daytime and therefore a negligible effect on existing residential receptors once the scheme is completed. The scheme complies with London Plan policy 7.15 in this regard.

Climate Change:

58: It is noted that the scheme will generate some renewable energy; however, the applicant has not submitted an energy strategy or provided any detailed information in relation to energy efficiency standards. Before the scheme can be assessed appropriately in strategic terms the applicant will need to provide information on the specifics of the AD process, predicted biogas output and specific figures relating to the electricity/heat generation, how much will be made available for 'export' and how this will be implemented and delivered.

59. The applicant should state the estimated regulated carbon emissions of the development in tonnes of carbon dioxide per annum before (baseline) and after the cumulative effect of energy efficiency measures, biogas derived waste heat and renewable energy has been taken into account and at each interim stage of the energy hierarchy. The applicant should present the information required in the format set out in Tables 1 & 2 of the document 'Energy Planning - GLA Guidance on preparing energy assessments - September 2011' which is available on the GLA website.

60. In addition, information will be needed regarding how the relevant (space heated) buildings meet the requirements of the London Plan. Until the applicant provides the above, the scheme cannot be appraised and does not meet London Plan policies as set out in Chapter 5 of the London Plan.

Flood Risk:

61. The Flood Risk Assessment (FRA) submitted indicates that the site is within Flood Zone 1 and therefore is acceptable in flood risk terms.

62. The FRA states that surface water will be harvested for use on site with residual surface water being disposed of using sustainable drainage methods on site.

63. This approach is good practice and reflects the nature of the development and its location. This approach is in conformity with London Plan policy 5.13 and should be secured via an appropriate planning condition.

Transport:

Trip generation and highway impact:

64. TfL considers that some aspects of the trip generation methodology presented within the transport assessment could be refined, and details of this have been sent to Hillingdon Council on 19 December 2012.

65. Notwithstanding this, it is accepted that the number of Heavy Goods Vehicles (HGVs) movements likely to be generated by the proposed development during peak periods is likely to be less than those expected from the site's extant planning permission and, in any case, is unlikely to have a significant impact on the TLRN.

66. The applicant has agreed to retain the planning condition attached to the extant permission which restricts all HGV movements to entering/leaving the site only from the north. The objective of this condition is supported to reduce the environmental impact of vehicles along the local High Street. However, a Delivery and Servicing Plan (DSP), containing agreed routes for all vehicles and other measures of control secured by condition and enforced thereafter would be more effective.

67. The principles of the proposed changes to the High Street/site access road junction, are acceptable subject to detailed design, including stage 1 safety audit, to be part of a Section 278 agreement expected to be entered into between the applicant and Hillingdon Council (being the highway authority).

Parking:

68. The development proposes 12 car parking spaces for the 12 members of staff, which, given the nature and location of the development, along with the absence of any specific standards in the London Plan, is considered acceptable. TfL would however expect that measures to encourage more sustainable travel be built within the travel plan. In addition, the 12 car parking spaces should include provision of Electric Vehicle Charging Points (EVCP). In accordance with the London Plan policy 6.13, requiring 2 active and 1 passive EVCPs to be provided; this should be secured by condition.

69. There are 4 cycle parking spaces proposed, this accounts for 33% of the employees and is welcomed. TfL also requests that secure storage, showers and changing facilities be provided to encourage employees to cycle to work.

Pedestrian and travel planning:

70. TfL would have expected a Pedestrian Environment Review System (PERS) audit to be undertaken to the nearest bus stop in each direction. TfL therefore recommends that a PERS or similar assessment is prepared and submitted to Hillingdon Council for review, and any subsequent improvements identified, to be delivered through s106 agreement.

71. A Travel Plan should have been provided for the development, and TfL therefore requests that this is secured through a section 106 agreement.

72. A Construction Logistics Plan (CLP) as referred to in the London Freight Plan, should also have been provided. TfL similarly requests that a CLP be submitted to and approved by Hillingdon Council, in consultation with TfL, before construction work commences on site. It is suggested that this should be secured by condition. As stated above, TfL recommends that Hillingdon Council specifically secures a DSP in order to control and enforce the routing of all vehicles accessing the site.

Community Infrastructure Levy (CIL):

73. The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL formally came into effect on 1 April 2012, and it will be paid on commencement of most new development in Greater London that was granted planning permission on or after that date. The Mayor's CIL will contribute towards the funding of Crossrail

74. The Mayor has arranged boroughs into three charging bands. The rate for Hillingdon Council is £35 per sq.m. The required CIL should be confirmed by the applicant and council once the components of the development or phase thereof have themselves been finalised. See the 2010 regulations: <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents> as amended by the 2011 regulations: <http://www.legislation.gov.uk/ukdsi/2011/987/made>

75. London borough councils are also able to introduce CIL charges which are payable in addition to the Mayor's CIL. Hillingdon Council has yet to adopt a scheme.

Local planning authority's position:

76. At the time of writing this report the Council's formal position is unknown; however, it is known that the Council will be requesting further information from the applicant before any decision is made.

Financial considerations:

77. There are no financial considerations at this stage.

Conclusion:

78. London Plan policies on principle of development, urban design and inclusive access, air

quality, noise, sustainable development, flood risk and transport are relevant to this application. The application complies with some of these policies but not with others and on balance does not comply with the London Plan; the reasons and the potential remedies to issues of non compliance are set out below:

- Principle of development: The principle of the development to provide for a waste management use within the Green Belt is not supported in strategic terms; the current information setting out the existing 'very special circumstances' is not robust. Further information and discussion will be needed in this regard before the scheme can be seen to comply with London Plan policy 7.16 and the NPPF.
- Urban design and inclusive access: The applicant currently fails to demonstrate the proposals impact on the openness of the Greenbelt. Clarification of the impact of the proposal on the greenbelt should be given in this regard. The applicant will also need to submit information relating to inclusive access for the scheme to comply with London Plan policy 7.2.
- Air quality: The current information provided as part of the planning submission has indicated that the scheme will accord to London Plan policy 7.14 and the application is acceptable in this regard.
- Noise: The current information provided as part of the planning submission has indicated that the scheme will accord to London Plan policy 7.15 and the application is acceptable in this regard.
- Sustainable development: Further information is required before the carbon savings can be verified. For clarity the applicant should state the estimated regulated carbon emissions of the development in tonnes of carbon dioxide per annum before (baseline) and after the cumulative effect of energy efficiency measures, biogas derived waste heat and renewable energy has been taken into account and at each interim stage of the energy hierarchy in order for the scheme to comply with policy 5.2 of the London Plan.
- Flood Risk: The current information provided as part of the planning submission has indicated that the scheme will accord to London Plan policy 5.13 and the application is acceptable in this regard.
- Transport: Overall TfL has no objections to the principle of the proposed development. However, provision of EVCP should be included with the proposed parking provision, along with the submission of a Travel Plan and Construction Logistics Plan. Detailed design of the changes proposed to the junction should be agreed with Hillingdon Council.

Internal Consultees

ENVIRONMENTAL PROTECTION UNIT

Erection of an Anaerobic Digestion Biogas Plant reference 2373/APP/2012/2011 Phase 1 Environmental Assessment Report (Desk Study), Proposed Anaerobic Digestion Plant, Harlington Quarry, High Street, Hayes dated October 2012 for Andigestion

I refer to the above application and the submission of a Phase 1 Environmental Assessment for the site. We discussed this report with the developer's consultant, SLR and it was agreed that a detailed Phase 1 report would be sufficient to support the application with a condition being applied if permission was given to require the site investigation and any remediation works. I have reviewed the Phase 1 report and it covers the issues expected in such a desk study report.

There is no previous site investigation information in the report however reference is made to ongoing gas monitoring by Henry Streeter Sand and Gravel (para 4.8). The report covers the likely issues on site and identifies the main issues as the landfill that at least surrounds the site and the presence of five above ground fuel tanks. The site is definitely surrounded by landfill on all sides and although the site may rest on unexcavated land used by the mineral plant this is by no means certain at the boundary to the landfill. There may be landfill below part of the site. It is believed from the site licences that the landfill is a lower risk construction site type landfill (bricks, concrete, ash etc).

The report is structured and assesses the historic information and site visit findings providing a conceptual model with a preliminary risk assessment. This is concluded by detailing the risk to

human health, buildings and controlled waters (para 6.1.1 to 6.1.3). The report concludes that the risks cannot be fully quantified at present and recommends a site investigation.

I would agree with these conclusions and give the low risk end use it would be acceptable to condition any permission as below.

COM30 would suffice. Part 1(i)(a) desk study will have already been complied with. The developer should include a comprehensive gas assessment within the site investigation. The EA may have further comments on the Phase 1 report and proposals for further investigation by SLR.

COM30- Contaminated Land

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted in accordance with the Supplementary Planning Guidance Document on Land Contamination and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use; and

(c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement, along with details of a watching brief to address undiscovered contamination.

(ii) If during development works contamination not addressed in the submitted remediation scheme is identified, the updated watching brief shall be submitted and an addendum to the remediation scheme shall be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a comprehensive verification report shall be submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

TREES AND LANDSCAPE OFFICER

LANDSCAPE CONTEXT:

The site is located close and to the south of the M4 motorway between High Street, Harlington (to the west) and Cranford Park to the east. It is accessed by an existing concrete haul road from the south-east of the road bridge across the M4. The site is currently occupied by derelict buildings and mineral processing plant associated with recent gravel extraction from the surrounding land. Much of the surrounding site has been, or is due to be, restored to arable farmland and wildlife areas, in accordance with existing planning consents (2373/APP/2005/2815).

There are no trees or other landscape features of merit within the operations yard which might constrain development. However, part of the woodland belt between the haul road and the motorway is protected by Tree Preservation Order No.25 (Area 5 on the schedule).

The site lies within the Green Belt and is a generally flat open landscape, contained on its edges by woodland and urban development. It lies on the western edge of Hillingdon's Landscape Character Assessment where it is described under LCA: K3 'Cranford Open Gravel Terrace' (LCA:K3).

PROPOSAL:

The proposal is to remove the extraction processing plant and erect an anaerobic digestion biogas plant including landscape, parking and associated works.

The plant area is described in the Design & Access Statement as '2.59ha including the perimeter bunds but excluding the access points which cover an area of 0.56ha. The new use will comprise a digester plant of 19 metres in height and a variety of new operational structures including portable cabin offices (<3 metres in height), storage tanks and a 10 metre high reception building.

LANDSCAPE CONSIDERATIONS:

Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

Hillingdon's LCA: K3 notes that the area is characterised by its openness and long views which 'could be interrupted by further development'. The emerging guidelines promote 'the management of arable farmland' and 'potential enhancement and restoration of mineral extraction sites and other industrial areas'. The guidelines also recommend 'the management and re-inforcement of tree cover along the transport corridors and industrial workings to ensure that screening and integration is perpetuated'.

- The submission is supported by a detailed Landscape Appraisal by John Platts. This refers to current planning guidance, including the Local Development Core Strategy and the draft form of Hillingdon's Landscape Character Assessment.

- No trees or other significant landscape features will be affected by the proposal whose footprint occupies the existing quarry plant site.

- The Landscape Appraisal confirms (section 6, Mitigation) that no 'open distant' or 'broken' views over 1km have been identified. Viewpoints have also been assessed, under the categories of 'open medium distance' and 'broken medium distance' views (< 1km) and 'short open' / 'short broken' views (<0.5 km). The report concludes that most of the viewing points have only 'broken views', with the impact of the views diluted by intervening vegetation. In the main, the level of impact from the majority of viewing locations are insignificant to minor in winter (worst case when the trees and other vegetation are out of leaf.

- At 6.1 the Landscape Appraisal considers the mitigating factors which have been designed into the scheme. This includes the use of the existing footprint of the yard and existing haul route, the siting of the structures close to the woodland edge of Cranford Park and the Crane meadows hedgerow (thereby limiting the views of the site from residential development and other receptors), and the siting of plant as low as possible, with a mean site level of 25.50 metres AOD.

- The Design & Access Statement states that the appearance of the proposed buildings has been designed to replicate agricultural buildings which will be finished in materials and colours (Olive Green and Merlin Grey) intended to camouflage the structures within the Green Belt setting. Details of external materials, colours and finishes should be conditioned to include BS references, (or RAL codes) with samples and colour swatches to be submitted.

- The cross-sections within the Design & Access Statement and Pleydell Smithyman drawing Nos. M10.149.03 and 04 illustrate the landscape design intentions which seek to assimilate the development within the Green Belt.

- The landscape proposal includes the installation of 3 metre high bunds around the south, east and west perimeters, which will be planted with a mix of native woodland species to screen activity at ground level and filter views of the structures above 3 metres in height. The toe of the external slopes will be defined by a hedge. The bunds will be steeply graded (1:1) on the internal slopes which will provide the opportunity to create gentler outward facing slopes of 1:3 to the east (14

metres wide) and 1:4 to the south and west (with a width of 17 metres).

- Further ecological enhancement is to be provided in the form of transition zones from the woodland, through to scrub planting and meadows which will create a spatial and ecological buffer between the developed area and the arable fields beyond.
- There is an existing outgrown hedgerow, with trees, to the north of the site, defining the southern edge of the Crane Meadows. This hedgerow has the potential to provide a visual screen when viewed from the north of the M4. The stated objective is to retain, manage and re-inforce this hedgerow in order to enhance its appearance and ecological value.
- The bunds are described as having a 'rollover top'. They should be profiled to avoid a harsh geometric finish and the toe of the slopes should also be modelled to have an 'ogee', or 'lamb's tongue' profile, to ensure that the slopes sit comfortably within the landscape.
- The Landscape Appraisal includes suggested tree, shrub and hedge planting mixes. This includes the use of Oak. In view of current concerns for bio-security, the Council recommends that the planting of Oak (and Ash) should be avoided for the time being. Alternative native species should be specified.
- Section 8 concludes that the landscape mitigation strategy will result in there being 'no negative visual impacts on the surrounding landscape / countryside', and that both 'will see an enhancement providing considerable improvements to local wildlife conservation'.
- Subject to the quality of implementation, the successful establishment, management / maintenance of the landscape proposals - all of which should be secured by condition - there is no landscape objection to this proposal.

RECOMMENDATIONS:

No objection, subject to the above considerations and conditions COM6, COM7, COM8, COM9 (parts 1, 2,4,5, 6) and COM10.

A section 106 agreement should be entered into to secure the necessary off-site screen planting, hedge management on the Crane Meadows boundary, which is Council-owned.

CONSERVATION AND URBAN DESIGN

COMMENTS: The site lies west of the Cranford Park Conservation Area, which includes a number of grade II and also a Grade II* listed building and an area of historic parkland. To the east is the Harlington Village Conservation Area.

The application documents include an assessment of the impact of the proposals on the setting of the historic assets and also a landscape assessment. Having visited the site and considered the documents, the following points are forwarded:

- Its appears that the existing woodland areas to the west of the northern part of the Cranford Park Conservation Area are sufficient to screen all of the listed structures from the new development, there would, therefore, be no adverse impact upon their setting.
- It is possible that there may be glimpses of the upper part of the taller silos from the western boundary Cranford Park during the winter months. It would be helpful to have the proposed buildings marked onto photo 6 (V5) of the landscape assessment views to properly consider this matter. Whilst the bunding and the proposed planting would go some way to mitigating this impact, this would not it seems be sufficient to screen the upper part of the taller structures.

- There would be distant views of the new structures from the adjacent road bridge over the M4, however, the proposed bunding, agricultural design and dark colour of the new structures would help reduce the impact of the development in terms of views of this area. Planting along the north eastern site boundary (adjacent to the access road) would also assist with screening the site from the main road.
- Other than the above, the impact on the setting of the Harlington Village CA, would appear to be minor.
- The weak point appears to be the northern boundary of the site adjacent to the Crane Meadows, which is a Council owned public open space. The boundary here comprises a thin scrubby hedge and the structures would be large and close to the boundary. Consideration needs to be given to bunding and a more robust planting scheme, with suitable trees to screen, as far as possible, the new development.

HIGHWAYS

Given that there is an extant consent on the site and the lorry movements proposed, being no greater than were considered within the previous consent, no objection is raised subject to the same conditions on lorry movements/numbers etc being imposed.

AIR QUALITY

The following information was submitted with the application for air quality:

- Proposed Anaerobic Digestion Plant, Harlington Quarry Air Quality Assessment, by URS for Andigestion Ltd (2 August 2012)

The air quality assessment is not as transparent as it could be and there is information missing which we would require to screen likely NOx/NO2 emissions. (Some of the missing information was found in the Planning Statement, however, this also suggested the air quality assessment may possibly not be wholly consistent with the proposed development. Further clarification is required.) Please see comments below with regard to the information required. A CHP information collection form can also be provided to the applicant/consultant to collect the relevant information.

Air Quality - NOx

The application site is located within the declared AQMA, in an area which is currently above (to the north of the site) and slightly below (to the south of the site) the European Union limit value for annual mean nitrogen dioxide (NO2) based on 2011 air quality modelling carried out by CERC for the London Borough of Hillingdon. There are nearby exceedances of the limit value largely associated with the M4 motorway.

The air quality assessment appears to be based on three methane fired gas engines (or two), with no information on size (the planning statement indicates there will be three 1MW engines at the site) which is indicated to be operating at maximum load for the entire year (doesn't clarify if this means 24/7), to represent worst case scenario. In addition, the emission from the flare has been modelled for 8.75 hours out of a year to represent emergency flaring. This is indicated to result in a NOx emission of 0.59 g/s for each engine on site and 0.91 g/s for the flare.

Vehicle contributions have been screened out of the air quality assessment. The average daily vehicle movements quoted seems to vary slightly (sometimes within the same document), but the estimate appears to be about at least twice as high as the vehicle movements indicated based on the quantities of waste to be brought to the site and taken off the site and the quoted vehicle capacities. It would be useful to know the likely emissions from this source.

The air quality assessment indicates they have assumed 35% of the NOx is converted to NO2

based on the Environment Agency's worst case assumption on the premise that there is too much NO_x in the area, travelling over a short distance for there to be sufficient ambient ozone available to maintain a high rate of conversion. No comment has been made on the likely percentage of primary NO₂ emissions from the stack. (It should be noted given the right conditions ozone production is more likely if NO_x and hydrocarbon emissions are present, as appears to be the case here.) The report indicates an increase in the NO₂ annual average of 1.4 mg/m³ at the 'worst affected' sensitive receptor point (although it isn't clear which receptor point they are referring to) which is indicated to have an ambient concentration of 34.4 mg/m³ without the development (although it should be noted the same figure is quoted for the background at Harlington AURN, and background and ambient doesn't necessarily mean the same thing). The EU limit value is actually likely to be exceeded at the receptors indicated near the M4 based on NO_x tube monitoring data, and may be slightly higher than indicated at the other receptor locations.

Air Quality - Other Pollutants & Odour

The air quality assessment also refers to sulphur dioxide (SO₂), carbon monoxide (CO), NMVOCs (non-methane volatile organic compounds, assumed to be benzene for the purpose of the assessment as the mixture is unknown) and odour emissions.

We no longer monitor for SO₂. The SO₂ emissions are all indicated to be below the national air quality strategy objectives, and is identified as 'negligible' at the 'worst affected' receptor based on modelling data. However, the assessment does note the SO₂ concentrations varies from a 'imperceptible' to 'large' magnitude of change, but it was considered negligible because limits can be complied with according to the modelling, based on low background concentrations.

NMVOCs assumed to be benzene in the air quality assessment is predicted to be 1.7 mg/m³ at the 'worst affected' receptor, which is below annual mean value of 5 mg/m³ for benzene based on the National Air Quality Strategy objectives. However, it would be considered a 'medium' increase (change in magnitude), based on 'background' levels. Clarification is required on the likely quantities of unburnt hydrocarbons and NMVOCs, and the likely NMVOC mixtures at the site.

The maximum modelled odour concentration was 0.95 OUE/m³, which is below the acceptability criterion on 1.5 OUE/m³. It should be noted that the modelling appears to have assumed the use of a thermal oxidiser in the stack (predicted to reduce odour concentration of emissions by 95 per cent), and the air quality. However, the report also states that the odour concentration would be approximately 10,000 OUE/m³ prior to treatment through the thermal oxidiser, reducing to 500 OUE/m³ following treatment, so it is not entirely clear what the basis of the modelled figure may be. The level indicated at the 'worst affected' receptor is 0.09 OUE/m³.

Odours from other points in the process (digesters, storage, transfer of waste, vehicles, flare etc.) also need to be addressed to minimise the potential odour nuisance from the site. The proposal does indicate the site will use commercial food waste. It is unclear if a sufficient quantity will be available to prevent alternative and potentially more odourous waste being used. It may be advisable to include a condition to limit it to food wastes.

Desulphurisation can be part of the process if viable. It is hoped that this can be addressed as part of permit conditions, alongside any measures necessary to limit and control NMVOCs and odour emissions from the site, although at the moment, it is unclear if it will be addressed adequately by permit conditions (see conditions below). If planning permission is given, can the Environment Agency ensure we are consulted on the permit application, if it falls under their jurisdiction.

It should be noted the air quality assessment does not consider crop affects in relation to the proposed use. The site and the surrounding area was identified as good arable land (MAFF designation), and the landfill sites were required to be restored to a suitable standard for an ongoing arable use.

The air quality assessment has also not indicated if the chimney height used in the assessment is the optimum height for adequate dispersal of pollutants.

Based on the site drawings provided, likely impacts from bio-aerosols appears to be low. However, no information appears to have been submitted to indicate bio-aerosols impacts were given any consideration.

The proposed development will result in additional emissions including NO_x (which does not appear to have been adequately quantified) and does not appear to be 'air quality neutral'. The report considers the significance of the proposal to be minor, and has not indicated mitigation measures towards reducing emissions other than indicating that 'the predicted impacts to local air quality associated with additional road traffic movements and construction activities will be appropriately managed and adhere with the Environmental Management Plan for the quarry'. This plan needs to be checked to ensure it is still relevant to the proposed use, and if anything further is required. It is unclear how the conclusions can be deemed robust given the above observations regarding no consideration of primary NO₂, significant under-estimation of pollutants concentrations at receptors given that borough monitoring and modelling suggest the receptors (especially those to the north of the M4) are currently above the EU limit values.

As the development is in and will cause increases in an area already suffering poor air quality the following are requested:

Section 106

Section 106 obligation for £25,000 should be sought for contribution to the air quality monitoring network in the area.

Air Quality Condition 1 - Details of Energy Provision

Details of any plant, machinery or fuel burnt for energy provision, shall be submitted to and approved by the Local Planning Authority, before the development is commenced.

REASON: To reduce emissions and safeguard the amenity of the area in accordance with policy OE1 of the Hillingdon Unitary Development Plan and policy 8 of the Mayor's Air Quality Strategy.

Air Quality Condition 2 - Emissions Control Scheme

Details shall be submitted to and approved by the Local Planning Authority, before the development is commenced, for a scheme whose purpose shall be to contain assurances that will control, minimise and monitor emissions of pollutants, bio-aerosols and odour from and attributable to the development. The scheme shall set out the secure measures which can, and will, be put in place, designed to ensure that emissions of pollutants, bio-aerosols and odour are minimised and, wherever practicable, reduced. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

REASON: To reduce emissions and safeguard the amenity of the area in accordance with policy OE1 of the Hillingdon Unitary Development Plan and policy 8 of the Mayor's Air Quality Strategy.

Air Quality Condition 3 - Operational Environmental Management Plan

The development shall not commence until an environmental management plan has been submitted to and approved by the LPA, including a fleet management and servicing plan. The said scheme shall include such secure provision as will ensure that the said scheme and all of it endures for so long as the development is available for use.

REASON: To safeguard the amenity of the area in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

SUSTAINABILITY OFFICER

I object to the proposed development until the following issues can be satisfied:

1 - Landfill Gas Impacts

The phase 1 site investigation shows that there is a low chance of landfill gas affecting the site. However, as no intrusive investigations have been undertaken this is merely an assumption based on historic monitoring details on the edge of the completed landfills. This monitoring is not taken from the centre of the landfill site. Nonetheless, the monitoring data that is available shows that traces of methane and raised levels of CO₂ have been found on the boundaries of the old landfill sites.

Risk is a measurement of the probability x consequence. In this instance the, probability is recorded as low, although accurate data is lacking. With regards to consequence, if this had been a normal built development, then the consequence would also be relatively low. It would therefore be acceptable to request data via a suitable condition. However, the proposed development includes the storage of large quantities of highly combustible gasses. It is therefore prudent to seek information on the exact nature of the risk prior to determination.

The Environment Agency has asked for a condition to determine the impacts on the site, but given they have not mentioned landfill gas it is conceivable that they have overlooked this issue.

I would strongly advise you to raise the above concern with the Environment Agency directly and seek confirmation in writing that they are happy that the level of risk does not need to be considered prior to determination.

2 - Emissions from Development on Surrounding Land

The Environmental Protection Unit (comments from Nayani Chandran) has revealed a number of errors with the air quality assessment. I would advise that these are rectified prior to determination.

In addition, there appears to be no consideration of the impacts of emissions from the site on the immediately adjacent land which includes agricultural uses.

The air quality assessment therefore needs to be updated to not only meet the concerns of the EPU but also reflect all the sensitive receptors in the area, including the watercourses, and nature conservation areas. It is advised that this is done prior to determination.

3 - Ecological Impacts

The Ecology statement does not fully consider the impacts on the adjacent hedge line which is likely to be of important for foraging bats. The development line goes right up to the boundary and it is unclear if there will be any works to the hedge, or what activity will take place immediately adjacent to the hedge. In addition, there is no consideration in the air quality assessment of the impacts of the activity on ecology in this area.

Natural England need to be consulted regarding the issue of the bats. I will contact them direct.

4 - Waste Heat

I am satisfied the energy requirements of London Plan Policy 5.2 can be met. However, further information is required to determine what is happening to all the waste heat on the site. The supporting statement suggests that some of this will be used on site, but it is not clear how much is being produced, or how much is being used.

I require further information on the outputs and uses of the waste heat, as I suspect will the GLA.

5 - Water Consumption

Although no information is submitted to describe the processes undertaken, it is known that considerable quantities of water is required to ensure the waste processes are efficient. The following condition would be required on any subsequent approval, and subject to the satisfactory submission of further details outline above:

Condition

Prior to the commencement of development a scheme for the reduction in potable water use including the harvesting and reuse of rainwater as well as the recycling and reuse of grey shall be submitted to and approved in writing by Local Planning Authority. The scheme shall clearly set out how collected water will be reused in areas where potable water is not required, i.e. toilet flushing and irrigation of landscaped areas. The development must proceed in accordance with the approved scheme.

Reason

To ensure the development reduces the pressure on potable water in accordance with Policy 5.15 of the London Plan.

SECTION 106 OFFICER

1. Transport - In line with the SPD there may be a need for a s278/38 agreement to be entered into. Depending on vehicle movements and the size of the operation itself, there may also be a need for further measures to be incorporated such as travel plans or heavy vehicle monitoring.

2. Construction training - a contribution towards construction training is likely to be sought as a result of this proposal if the thresholds for this proposal are breached. Namely, the construction period is in excess of 3 months and the construction cost exceeds £2 million.

If this is the case, then in line with the SPD either a financial contribution in the sum of £2500 for every £1m build cost will be sought or an in-kind training scheme delivered during the construction phase of the development, proportionate to the size and length of the construction phase of the development.

3. Air quality - In line with the SPD, a contribution towards air quality initiatives is likely to be sought up to the sum of £25,000.

4. Environmental Mitigation - Further mitigation has been identified, particularly along the northern boundary of the site and a contribution towards such would be sought.

5. Project Management and Monitoring Fee - In line with the SPD, if a S106 agreement is entered into, then a cash contribution equal to 5% of the total cash contributions will be sought to enable the management and monitoring of the resulting agreement.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

London Plan policy 2.17 and annex three of the London Plan, seek to promote and where appropriate, protect the strategic industrial locations (SILs) as 'London's main reservoirs of industrial and related capacity, for industrial uses, including waste management and environmental industries'.

Map 2.7 which accompanies policy 2.17 identifies the Preferred Industrial Location's (PIL's) which are regarded as locations particularly suitable for general industrial use, waste management and recycling functions. The proposed development site is not located within such areas.

The application site at Harlington Quarry was formally nominated for consideration through the West London Waste Plan (WLWP) process. The site was not considered as a suitable site for a waste management use given its location within the Green Belt and the impact that the proposal would have on openness and character of this area.

The application site is an inactive quarry that has a remaining permitted life until November 2019 and the development will be on previously developed land within the Green Belt. The site has permission for the recycling of construction and demolition materials over the same period. The fact that the site has to be restored and retained to open land at the end of this period is a substantial consideration.

The NPPF and London Plan Policy 7.16 makes it clear that "the strongest protection should be given to London's Green Belt, in accordance with national guidance. The London Plan also makes it clear that inappropriate development should be refused, except in very special circumstances.

Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances; the NPPF makes it clear that 'very special circumstances' will not exist unless potential harm to the Green Belt by reason of inappropriateness, is clearly outweighed by other considerations.

In addition, paragraph 89 of the NPPF states that 'a local planning authority should regard the construction of new buildings as inappropriate in Green Belt' and lists exceptions to this, including redevelopment of previously developed sites and replacement of a building of the same use and not materially larger than the one it replaces. The development proposals to construct an AD facility do not fall within any of the exceptions listed in paragraphs 89 and 90 of the NPPF.

Therefore, the proposal is not appropriate when considered in relation to the aforementioned policies. The only justification to allow this proposal would be if very special circumstances existed and were demonstrated before any recommendation for approval could be made. There is no definition of 'very special circumstances' and each planning application has to be judged on its own merits.

There are no existing waste management uses on the site and therefore the proposed waste management uses are not appropriate for Green Belt. The applicant has sought to make a 'very special circumstances' argument that the scheme will provide:

- wider environmental benefits in the form of renewable energy production;
- the locational needs of anaerobic digestion facilities requiring sites that maintain a 250 metre buffer zone to off site buildings used by the public;
- lack of alternative sites for a waste management facility;
- need for an AD facility to serve the West London area;
- the environmental and economic benefits of sustainable waste management.

In relation to the justification provided, the Council do not consider that the justification for the location of the site within the Green Belt is sufficient (a more detailed assessment of the impact on the Green Belt is provided within section 7.05 of the report). There are fundamental concerns with the robustness of the 'Alternative Sites Assessment' report and its methodology.

Overall, the very special circumstances demonstrated and evidence provided are not considered to justify this inappropriate development within the Green Belt. The principle

of developing this site to provide an AD plant is therefore considered unacceptable. The proposals would thereby be contrary to the NPPF, London plan policy 7.16, policy EM2 of the Hillingdon Local Plan: Part 1 -Strategic policies and OL1, OL4, OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.02 Density of the proposed development

Not relevant given the nature of the development.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

The site lies west of the Cranford Park Conservation Area, which includes a number of grade II and also a Grade II* Listed Building and an area of historic parkland. To the east is the Harlington Village Conservation Area.

In terms of the impact of the development on the surrounding area, the buildings would be highly prominent in view from the adjacent road bridge over the M4, along the western boundary to Cranford Park during the winter months in particular and northern boundary of the site with Crane Meadows.

In terms of the impact on the proposal on Crane Meadows, given the location of the structures within the site, these extend very close to the site boundary, with only a sparse vegetative screen existing at present. Crane Meadows is a Council owned public open space and there is concern with the impact that the proposed development would have on the visual amenity of this area, given the height and siting of the proposed site buildings.

There were intentions as farback as 1990 for Crane Meadows to be planted with trees and the area then returned as a component of Cranford Park following their establishment. Within the Cranford Country Park Management Plan, it is planned to improve the access to this site from Cranford Park and this will be managed as Hay Meadow. Whilst it is acknowledged that these proposals have yet to materialise and the area is quite run down in condition, it is still a public open space that it is intended to be incorporated into the Cranford Park boundary. Therefore weight is afforded by Officers to the impact that the proposed development could have on this area.

The applicants have suggested that a belt of trees up to 10 metres wide could be planted along the boundary with Crane Meadow (on the Crane Meadow side) to address these concerns. Whilst this does go some way to provide some screening for this area from the proposed development, there is no formal agreement from the Council for these trees to be planted. Further, given the proximity of the storage tanks and loading area to the boundary with Crane Meadows, and no indication of where the trees are likely to be planted, the Council has concerns as to whether the trees in such a location would thrive or instead be under constant pressure for tree works so as to not interfere with the operations on site. This may therefore affect the long term growth of such trees or indeed the level of screening. In its current form, the screening proposed for this part of the site is considered unacceptable and there are concerns with the visual impact of the development on this area and the wider Green Belt environment.

There would be distant views of the new structures from the adjacent road bridge over the M4; however, the proposed bunding, agricultural design and dark colour of the new structures would help reduce the impact of the development in terms of views of this area. Planting along the north eastern site boundary (adjacent to the access road) would also assist with screening the site from the main road.

When considering the impact of the proposal from Cranford Park, it is considered that there would be glimpses of the upper part of the taller silos from the western boundary of

Cranford Park during the winter months. Whilst the bunding and the proposed planting would go some way to mitigating this impact, this would not it seems be sufficient to screen the upper part of the taller structures. Although the buildings would not appear highly prominent throughout the year, in this case, given the land designations and proposed use of the site, even the glimpses of the building are considered to emphasise the unacceptable presence of the development within this area, to the detriment of the openness, character and visual appearance of the conservation area, Green Belt and Ecological site of Borough Grade 2 of Local Importance.

Given the existing landscaping and distance of the site from Harlington Village Conservation Area, the scheme is not considered to have a detrimental impact on the setting, character and appearance of this area.

The majority of the site will be screened from all of the listed structures by the existing woodland areas to the west of the northern part of the Cranford Park Conservation Area. The scheme is therefore not considered to have a detrimental impact on the setting of the adjacent listed buildings.

7.04 Airport safeguarding

There are no airport safeguarding issues associated with the application.

7.05 Impact on the green belt

It is understood that the application site is an inactive quarry that has a remaining permitted life until November 2019. It is also noted that the site has permission for the recycling of construction and demolition materials over the same period. The land must be restored at the end of this period.

London Plan Policy 7.16 makes it clear that "the strongest protection should be given to London's Green Belt, in accordance with national guidance. The London Plan also makes it clear that inappropriate development should be refused, except in very special circumstances.

The policy guidance of paragraphs 79-92 of the National Planning Policy Framework (NPPF) on Green states that the Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances; the NPPF makes it clear that 'very special circumstances' will not exist unless potential harm to the Green Belt by reason of inappropriateness, is clearly outweighed by other considerations.

In addition, paragraph 89 of the NPPF states that 'a local planning authority should regard the construction of new buildings as inappropriate in Green Belt' and lists exceptions to this, including redevelopment of previously developed sites and replacement of a building of the same use and not materially larger than the one it replaces. The development proposals to construct an AD facility do not fall within any of the exceptions listed in paragraphs 89 and 90 of the NPPF.

Paragraph 3.10 of the Hillingdon Local Plan: Part 2 - Saved Policies (November 2012) states that the Local Planning Authority wishes to ensure that there is no undue intensification or enlargement of buildings within or adjacent to the Green Belt that collectively may injure the visual amenities of the countryside.

Policy OL5 seeks to ensure that development adjacent to or conspicuous from the Green Belt should not injure the visual amenities of the Green belt by reason of siting, materials, design, traffic or activities generated.

Therefore, by definition the proposal is not appropriate. The only possible justification to allow this proposal would be if very special circumstances existed and were demonstrated before any recommendation for approval could be made. There is no definition of 'very special circumstances' and each planning application has to be judged on its own merits.

There are no existing waste management uses on the site and therefore the proposed waste management uses are not considered appropriate for the Green Belt. The applicant has sought to make a 'very special circumstances' argument as follows:

- The wider environmental benefits of renewable energy production:

The applicant has stated that from the methane gas resulting from the anaerobic digestion process, the plant will produce 18,000MW hours of electricity, which, the applicant states is sufficient to meet 2,500 homes annual requirement. The applicant intends to utilise some electricity directly on site but states that the majority will be fed into the National Grid. The applicant also states that current options to export the surplus energy generated to local hotels and Heathrow Airport are being explored. Whilst the production of renewable energy is welcomed and supported by a number of policies within national, regional and local planning documents, the production of renewable energy itself is not a very special circumstance as this occurs on many sites throughout London. The justification on the grounds of renewable energy is therefore considered insufficient grounds to accept the AD site on this Green Belt land.

- The locational needs of anaerobic digestion facilities

In setting out a case for 'very special circumstances', the applicant has stated that locational criteria for AD plants are set out in the Environment Agency Standard Rules for anaerobic digestion facilities (SR2010 No.15 version 3.0 June 2012). This states that the permitted activity must not be carried out:

- Within 500 metres of a European Site, Ramsar Site or SSSI
- Within 250 metres of any off-site building used by the public (including dwelling houses)
- Within an Air Quality Management Area (AQMA) designated due to concerns about nitrogen dioxide
- Within groundwater Source Protection Zone 1 (SPZ1)

The applicant states that a key constraint for planning purposes in relation to a site within West London is the 250 metre buffer zone to off-site buildings used by the public and that in this regard the site is suitable and is a special circumstance.

However, the London Plan makes it clear that designated Strategic Industrial Land is appropriate for waste management facilities, some of which contain sites that are located in excess of 250 metres from buildings used by the public. The draft West London Waste Plan also identifies appropriate locations for waste management facilities none of which include the Green Belt site put forward. In addition, it is understood that where a site cannot meet the Environment Agency criteria there is the potential to apply for a bespoke permit. It is therefore considered that there are alternative sites, not located within the

Green Belt, that could come forward with a scheme for an AD plant that should be pursued. As this is not therefore the only suitable site for such a scheme within the West London area, the specific locational needs of the site are not considered special circumstances to justify the development.

The site is also located within an AQMA and as section 7.18 of the report demonstrates, there are significant concerns with the impact of the proposed development on the air quality and specifically nitrogen dioxide levels. The proposed plant, does not therefore seem appropriate in this location given the impact it has on air quality.

- Lack of alternative sites for a waste management facility

As part of the planning application submission, the applicant has prepared an Alternative Sites Assessment which analyses a number of sites identified in the West London Area, based on a set of site assessment criteria identified. The process concluded with a shortlist of seven sites of which Harlington Quarry ranked third suitable with a total score of 91. The site with the highest score was Abbey Road, Park Royal, Brent with a total score of 103, followed by a vacant site at Western International Market, Hounslow (score also of 103).

The assessment provided highlights that there are two alternative sites which would be more suited to such development. The Abbey Road site assessed would be adjacent to an existing Reuse and Recycling centre and Waste Transfer site, which would allow co-location of services. Similarly, the site adjacent to Western International Market is large enough for co-location with other waste facilities. Both sites have been approached by the applicants, however the Western International Market site was not commercially available.

The Abbey Road site, was not considered most appropriate by the assessment, because of concerns with the single access into the site through a narrow road. This road is used by both the public and waste trucks and a more intensified use presents public safety issues. Notwithstanding such, the assessment does state that an improved route into the site could be provided, although would be expensive and would not alleviate HGV pressures elsewhere in the area. Further Brent Councils policies do not support the expansion of the existing waste management operations in this area.

Both of these alternative sites are not in the Green Belt and would extend existing waste facilities or in the case of the Western International Market site, allow for co-location of services, something advocated by PPS 10 when considering the location of new sites. Moreover, both alternative sites are also identified in the West London Waste Plan (submitted to the Inspector for examination) as areas for expansion for waste disposal/treatment. Therefore the applicants should continue the consideration of these more suitable alternative sites identified in the plan, which other authorities in West London have already identified as being able to be expanded and used.

The inclusion of the alternative sites in the WLWP, where they have clearly been considered at lengths by the appropriate authorities for use for waste purposes, indicates that Harlington Quarry is not the only suitable site for such development, and the correct procedure would to be a pursue a site supported by the WLWP. Harlington Quarry was put forward by the applicants as a site for consideration in the initial stages of the WLWP but was not taken forward any further as a suitable site within this plan due to its location in the Green Belt.

The argument that there are a lack of alternative sites is not supported by Officers, given

the evidence presented and is therefore not considered to warrant a special circumstance to justify such development in the Green Belt.

- Need for the development

The applicant has noted that the need for an AD facility to serve the West London has been identified in the preparation of the West London Waste Plan (WLWP), and as part of the planning submission the applicant has prepared an Assessment of Food Waste Treatment report. This document provides a food waste availability assessment for the proposed site and the applicant intends this to contribute to the demonstration of 'need' for the facility.

The report highlights that in terms of the competitor landscape in WLWA, there are currently no operational AD facilities.

In addition, the report sets out the estimated Need for Food Waste Treatment Capacity in West London; based on scenario of 79,000 to 150,000 tonnes of waste per annum (for the WLWP area to meet self-sufficiency) the report concludes that up to four additional AD facilities will be required to treat local authority waste by 2025.

Whilst it is acknowledged that there is a need for such plants within the West London area, of consideration also is the appropriateness of the sites upon which they are proposed. PPS10 is still relevant to the consideration of waste applications and this highlights the need to consider a wide range of locations and protect green belts when considering such sites for waste development.

It is evident that there are other sites that have been identified within both the Alternative Assessment report and WLWP, that may be more suitable for such development, and which are not constrained by the site designations of Harlington Quarry. Given that the AD plant was proposed to serve a wider area than just the Borough of Hillingdon, and potential alternative sites being available within the West London Area, it is not considered that need alone in this instance, is a special circumstance to justify such inappropriate development within the Green Belt.

At present, food waste is currently sent to AD plants in Northamptonshire and Bedfordshire, therefore a plant in West London would be a more sustainable future option. However, it is evident that whilst there is a need to have a local facility, there are existing arrangements in place for the disposal of such waste to reduce the amounts going to landfill. This therefore does go some way to meeting the London Plan targets imposed on the local authorities in relation to waste disposal.

- The environmental and economic benefits of sustainable waste management.

The applicant states that the proposed plant at Harlington Quarry will process local food waste that is presently being treated by processes lower down the waste hierarchy, or at an AD facility in Northamptonshire. The provision of a local AD plant will therefore move the treatment of this waste up the Waste Hierarchy and also reduce unnecessary travel distances by HGV's exporting waste out of London.

No information has been provided of where the end products such as bio-fertilizers would be used, how they would be transported and any impacts this would have environmentally.

Overall, in terms of the technology proposed, anaerobic digestion (AD) is supported as it will contribute to London's self sufficiency targets, will help to meet Hillingdon's waste apportionment and will generate renewable energy. It is also acknowledged that the

scheme would also deliver a small number of direct jobs.

Notwithstanding this, the justification for Green Belt development is insufficient, the very special circumstances demonstrated and evidence provided is not robust and the site is considered inappropriate for such development. Therefore, in line with the NPPF and London Plan policy 7.16 the applicant has failed to demonstrate that 'very special circumstances' exist and at this stage the principle of development is not acceptable.

In terms of the layout and design of the buildings and impact that this would have on the openness and character of the Green Belt, consideration is given to the scale and massing of the proposal. The development proposes a number of buildings which resemble a complex of modern farm buildings, and in total there will be an uplift of 557sq.m of built form on the site compared to the existing.

It is acknowledged that the applicant has positioned the new structures in areas of the site to minimise impact on the openness of the Green Belt in line with London Plan policy 7.16 and that landscaping proposed, to some degree, will help soften any visual impact caused by the agricultural forms of the proposed AD facility.

Despite this, the new development would include two digester tanks which will have a maximum height of 19 metres and a large reception building (1,092sq. m.) reaching 10 metres. Given the typology of the site and surrounding area, the proposal will be visible from nearby Green Belt land and public areas adjacent to the Green Belt. The applicant states that given the landscaping strategy proposed, the development proposals will have limited visual impact and not cause a significant impact on the openness of the Green Belt. However, it is evident from walking around the site that the development will have an impact on local views and the openness of the Green Belt, by virtue of the scale, massing, layout and siting of the development. Further, by definition, any physical development on the site which is due to be restored to open land, would harm the openness.

The Council's policies OL4 and OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and EM2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) specifically seek to ensure that any replacement buildings or development within the Green Belt do not significantly increase the built up appearance of the site; result in a disproportionate change in the bulk and character of the building or have a detrimental impact on the visual amenities of the Green Belt.

In this case, the scheme is considered to increase the built up appearance of the site and to change the character of this part of the Green Belt to an unacceptable degree. Overall, the scheme is considered an inappropriate overdevelopment of a site within the Green Belt and to have a detrimental impact on the openness and character of the surrounding area.

7.06 Environmental Impact

The disused sand and gravel processing plant comprises a grader with associated hoppers and conveyors, located in the centre of the main area of the site. This area also contains a significant quantity of scrap material and derelict mobile plant. A timber office building with a disused weighbridge, a timber canteen building and three static caravans are located in the north west of the site. A small concrete storage building, with a roof comprising probable asbestos cement sheets, and two above ground storage tanks (AST1 and AST2) with masonry bunds and associated dispensers are located in the north corner of the site. A further two masonry storage buildings and an electricity sub-station are located in the centre of the site, south of the grader and conveyors. A brick built

workshop with roller shutter doors and a roof comprising possible asbestos cement sheets is located in the south of the site; this building is labelled as containing gas cylinders and hazardous chemicals. An above ground storage tank (AST3) with masonry bund, an apparently empty ex-situ storage tank (AST4) and a compressor are located to the rear of this building. A further storage tank (AST5) and a wooden shed are situated on raised ground east of the workshop building.

A number of inactive and restored landfill sites are known to be present in the vicinity of the site and possibly beneath part of the site itself.

Given the previous uses on the site, a Phase 1 Environmental Assessment has been submitted. The report covers the likely issues on site and identifies the main issues such as the landfill that surrounds the site and the presence of five above ground fuel tanks. Although the site may rest on unexcavated land used by the mineral plant, this is by no means certain at the boundary to the landfill and there may be landfill below part of the site. It is believed from the site licences that the landfill is a lower risk construction site type landfill (bricks, concrete, ash etc).

The report is structured and assesses the historic information and site visit findings providing a conceptual model with a preliminary risk assessment. The report concludes that the risks cannot be fully quantified at present and recommends a site investigation.

The details contained within the Phase 1 report provide a sufficient assessment of the land and had the scheme been found acceptable, a condition would have been added to any consent to require further site investigation and suitable remediation works.

With regards to the impacts of the proposal in relation to the noise generated and air quality, these are assessed within section 7.18 of the report.

7.07 Impact on the character & appearance of the area

See section 7.03 of the report.

7.08 Impact on neighbours

The nearest residential properties are located on Bletchmore Close which is situated approximately 450 metres from the application site.

Given the location of the plant from the residential properties, the proposal is not considered to have a detrimental impact on the amenities of these occupiers.

7.09 Living conditions for future occupiers

Not relevant to the consideration of this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The site is currently dormant, but consent for sand and gravel extraction at Harlington Pit runs until November 2019. The development site also has permission for the recycling of construction and demolition materials over the same period (Application Ref: 2373/APP/2005/2815). The latter permission includes the following conditions relevant to transport:

- No vehicle shall enter or leave the site except via the existing access points onto Harlington High Street and heavy good vehicles shall only enter or exit the site from or to the north;
- Provision should be made within the site for wheel washing to prevent the passage of mud and dirt onto the adjoining highway;
- There shall be no more than 56 HGV movements (28 in, 28 out) at the site in any one

working day; and;

- A Travel Plan shall be submitted and approved by the Local Planning Authority within three months of the occupation of the development and be reticent for a minimum of five years

The waste will be brought in primarily by specialised sealed lorries with an average payload of 17 tonnes that unload in the reception building. Vehicular, pedestrian, and cycle access to the site will be via the existing quarry access/egress roads from High Street, Harlington. All vehicle entry movements will occur by way of the "in" only point on the eastern side of High Street, whilst all egressing movements will occur from the "out" only point on the western side of High Street. The existing access junctions are to be retained in their current location, but with minor alterations to their layout and will therefore avoid the need for right turn movements in and out of the site, which is beneficial to overall highway safety and operation.

All operations related vehicles (such as those delivering food waste and removing the fertiliser product) will be routed to and from the north (that is, across the M4 overbridge) to prevent site related traffic routing through the centre of Harlington. All HGV movements would be directed via Station Road and Shepiston Lane to access motorway network at the M4 at Junction 4 or via Hyde Road and the A312 to Junction 3 of the M4

It is proposed that waste would be brought into the site in 12m rigid sealed tanker lorries, and the biofertiliser removed in sealed tankers with a vehicle size equivalent to a 16.5m articulated lorry. A swept path analysis using the longer articulated vehicles have been assessed within this report as a worst case. This analysis demonstrates that these vehicles can enter and exit the site safely with undue harm caused to the surrounding highway

On consideration of the scheme, it is accepted that the number of Heavy Goods Vehicles (HGVs) movements likely to be generated by the proposed development during peak periods would be less than those expected from the site's extant planning permission. In any case, the proposal is not considered to have a significant impact on the road network. If the application had been found acceptable in all other respects, the Council would have retained the planning conditions attached to the extant permission. The objectives of these conditions is supported to reduce the environmental impact of vehicles along the local High Street. Included within this, a Delivery and Servicing Plan (DSP), containing agreed routes for all vehicles and other measures of control would have also been sought by condition.

The principles of the proposed changes to the High Street/site access road junction, are acceptable subject to the detailed design of such had the scheme been found acceptable.

In terms of the parking arrangement proposed, the development proposes 12 car parking spaces for the 12 members of staff, which, given the nature and location of the development, along with the absence of any specific standards in the London Plan, is considered acceptable.

Four cycle parking spaces proposed, which accounts for 33% of the employees and is welcomed. Had the scheme been found acceptable, details of secure storage, showers and changing facilities would have been requested by condition.

Overall, on consideration of the proposed scheme and in light of the extant consent on the site, the proposed impact of the development on the highway network is considered acceptable.

7.11 Urban design, access and security

URBAN DESIGN

Assessed in section 7.03 of the report.

ACCESS

See section 7.10 of the report.

7.12 Disabled access

The buildings have been altered so as to provide level access to both the site offices and weighbridge office, and disabled facilities also provided within both.

No objection is raised to the scheme on these grounds.

7.13 Provision of affordable & special needs housing

Not relevant to the consideration of this application.

7.14 Trees, landscaping and Ecology

Poicy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate. Hillingdon's Local Character Assessment: K3 notes that the area is characterised by its openness and long views which 'could be interrupted by further development'. The emerging guidelines promote 'the management of arable farmland' and 'potential enhancement and restoration of mineral extraction sites and other industrial areas'. The guidelines also recommend 'the management and reinforcement of tree cover along the transport corridors and industrial workings to ensure that screening and integration is perpetuated'.

A Landscape Appraisal has been submitted with the application which identifies the views of the site from the surrounding areas and impact of the proposals on the surrounding landscape and trees.

The scheme proposes the installation of 3 metre high bunds around the south, east and west perimeters, which will be planted with a mix of native woodland species to screen activity at ground level and filter views of the structures above 3 metres in height.

Further ecological enhancement is to be provided in the form of transition zones from the woodland, through to scrub planting and meadows which will create a spatial and ecological buffer between the developed area and the arable fields beyond. The scheme will largely be screened from the surrounding landscape by existing vegetation and the proposed bunds, however there is concern with regards to the screening and impact of the site along the northern boundary, adjacent to Crane Meadows.

The applicants have suggested that a belt of trees up to 10 metres wide could be planted along the boundary with Crane Meadow (on the Crane Meadow side) to address these concerns. Whilst this does go some way to provide some screening for this area from the proposed development, there is no formal agreement from the Council (Landowners of Crane Meadows) for these trees to be planted. Further, given the proximity of the storage tanks and loading area to the boundary with Crane Meadows and no indication of where the trees are likely to be planted, the Council has concerns as to whether the trees in such a location would thrive or instead be constant pressure for tree works so as to not interfere with the operations on site. In its current form, the screening proposed for this

part of the site is considered unacceptable and there are concerns with the visual impact of the development on this area and the wider Green Belt environment.

There would be distant views of the new structures from the adjacent road bridge over the M4, however, the proposed bunding, agricultural design and dark colour of the new structures would help reduce the impact of the development in terms of views of this area. Planting along the north eastern site boundary (adjacent to the access road) would also assist with screening the site from the main road.

Notwithstanding the comments relating to the northern boundary of the site, the remainder of the landscaping proposed raises no objection from the Landscape Officer and had the scheme been found acceptable, conditions would have ensured an appropriate detailed design for the bunds and suitable planting around the site.

7.15 Sustainable waste management

See section 7.16 on renewable energy

7.16 Renewable energy / Sustainability

Notwithstanding the comments relating to the principle of such development within the Green Belt, in terms of the technology proposed, anaerobic digestion (AD) is supported, especially as the applicant proposes to use waste derived gases to produce some renewable energy. The applicant has stated that the electrical generation will be provided for the National Grid network, again which is supported; however, had the scheme been found acceptable in all respects, the Council would have required further confirmation that the facility is designed to ensure that all usable generated heat can be exported to local heat distribution networks (nearby commercial or residential users).

The London Plan also requires boroughs to bring forward land to manage borough waste apportionments; Hillingdon has been designated a London apportionment figure of 3.7% share of waste to be managed in London by 2031 with a target to manage 186,000 tonnes of MSW by 2031 (table 5.2 in the London Plan). The proposed application is anticipated to manage up to 49,500 tonnes per annum and therefore the development scheme will help achieve these strategic targets and in this regard complies with London Plan policies 5.16 and 5.17.

The proposed scheme would contribute to the Mayor's policy objectives for London to manage as much of its own waste within London as practicable, working towards 100 per cent self sufficiency by 2031 and would help to meet borough apportionment figures in line with 5.16.

7.17 Flooding or Drainage Issues

The Flood Risk Assessment (FRA) submitted indicates that the site is within Flood Zone 1 and therefore is acceptable in flood risk terms.

The FRA states that surface water will be harvested for use on site with residual surface water being disposed of using sustainable drainage methods on site. This approach is good practice and reflects the nature of the development and its location.

7.18 Noise or Air Quality Issues

The site is located within an Air Quality Management Area (AQMA), in an area which is currently above (to the north of the site) and slightly below (to the south of the site) the European Union limit value for annual mean nitrogen dioxide (NO₂) based on 2011 air quality modelling carried out by CERC for the London Borough of Hillingdon. There are nearby exceedances of the limit value largely associated with the M4 motorway.

An air quality assessment has been undertaken to determine any impact the development proposal would have on the current air quality.

The air quality assessment has been reviewed by the Councils specialists and concerns are raised with regards to the level of information included within the report. Information used to screen likely NO_x/NO₂ emissions is absent from the reports.

The air quality assessment indicates they have assumed 35% of the NO_x is converted to NO₂ based on the Environment Agency's worst case assumption on the premise that there is too much NO_x in the area, travelling over a short distance for there to be sufficient ambient ozone available to maintain a high rate of conversion. The report indicates an increase in the NO₂ annual average of 1.4 mg/m³ at the 'worst affected' sensitive receptor point, which is indicated to have an ambient concentration of 34.4 mg/m³ without the development. The EU limit value is actually likely to be exceeded at the receptors indicated near the M4 based on NO_x tube monitoring data, and may be slightly higher than indicated at the other receptor locations.

The air quality assessment also refers to sulphur dioxide (SO₂), carbon monoxide (CO), NMVOCs (non-methane volatile organic compounds, assumed to be benzene for the purpose of the assessment as the mixture is unknown) and odour emissions.

There are concerns with regards to the odours arising from the proposed plant, with the report failing to identify the likely odours from parts such as the digesters, storage, transfer of waste, vehicles and flare. In the absence of such information, there are concerns with regards to odour emissions arising from the site.

Overall, on consideration of the scheme presented, the proposed development will result in additional emissions including Nitrogen Dioxide (which does not appear to have been adequately quantified) and does not appear to be 'air quality neutral'. The report submitted considers the significance of the proposal to be minor, and has not indicated mitigation measures towards reducing emissions, other than indicating that "...the predicted impacts to local air quality associated with additional road traffic movements and construction activities will be appropriately managed and adhere with the Environmental Management Plan for the quarry". This plan needs to be checked to ensure it is still relevant to the proposed use, and if anything further is required.

In the absence of a specific Environmental Management Plan for the proposed use and concerns with the robustness and detail of the submitted information relating to pollution emissions, there are concerns that the scheme would cause increases in pollution in an area already suffering poor air quality.

NOISE

A noise assessment has been carried out by the applicant which demonstrates that the noise climate of the area is generally affected by M4 Motorway noise and aircraft associated with Heathrow Airport. The report concludes that the scheme will generate noise levels below the average daytime and evening background noise levels for the daytime and therefore a negligible effect on existing residential receptors once the scheme is completed. Overall, the scheme is not considered to give rise to unacceptable levels of noise disturbance within the surrounding area.

7.19 Comments on Public Consultations

The concerns raised within the public consultation have been addressed in the body of the report.

7.20 Planning obligations

Had the scheme been found acceptable the following contributions would have been required:

1. Transport - In line with the SPD there may be a need for a s278/38 agreement to be entered into. Depending on vehicle movements and the size of the operation itself, there may also be a need for further measures to be incorporated such as travel plans or heavy vehicle monitoring.

2. Construction training - a contribution towards construction training is likely to be sought as a result of this proposal if the thresholds for this proposal are breached. Namely, the construction period is in excess of 3 months and the construction cost exceeds £2 million.

If this is the case, then in line with the SPD either a financial contribution in the sum of £2500 for every £1m build cost will be sought or an in-kind training scheme delivered during the construction phase of the development, proportionate to the size and length of the construction phase of the development.

3. Air quality - In line with the SPD, a contribution towards air quality initiatives is likely to be sought up to the sum of £25,000.

4. Environmental Mitigation - Further mitigation has been identified, particularly along the northern boundary of the site and a contribution towards such would be sought.

5. Project Management and Monitoring Fee - In line with the SPD, if a S106 agreement is entered into, then a cash contribution equal to 5% of the total cash contributions will be sought to enable the management and monitoring of the resulting agreement.

The applicants were made aware of these contributions and have agreed to enter into the necessary agreements to secure such. Had the scheme been found acceptable, a legal agreement would have accompanied any final decision.

7.22 Other Issues

There are no other issues of relevance for the consideration of this application.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent

should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

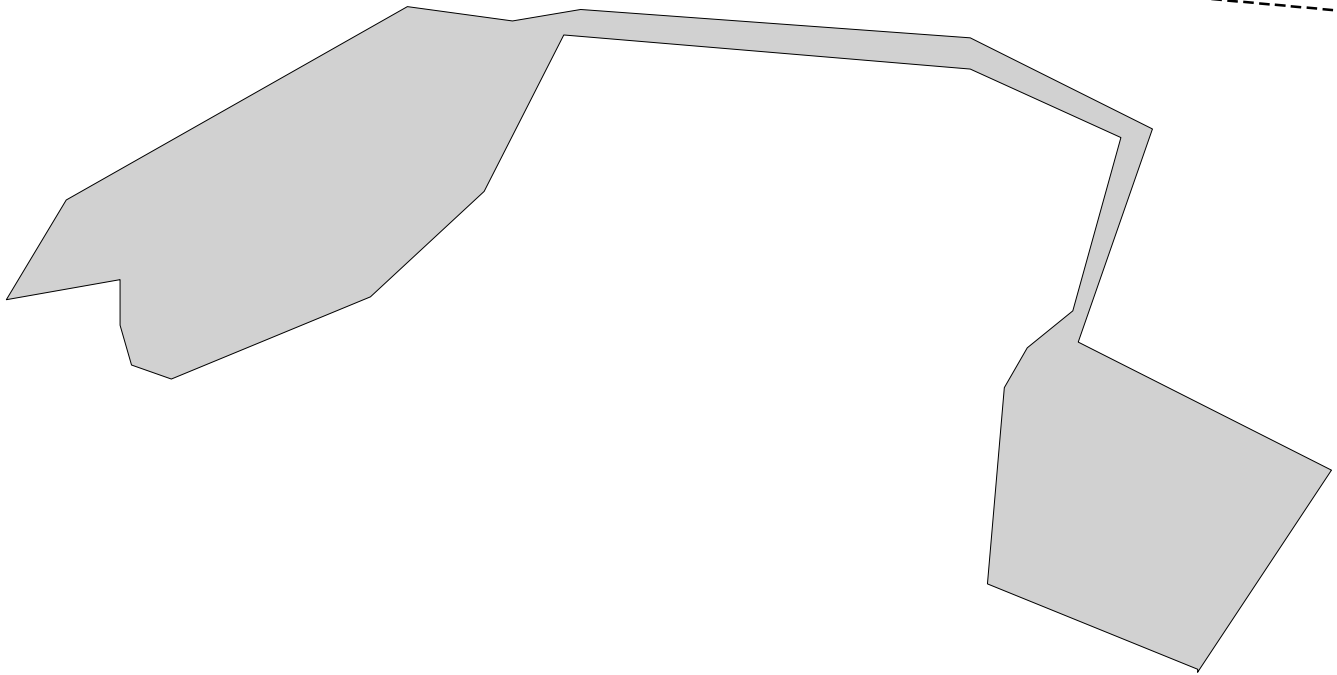
It is considered that the scheme has failed to demonstrate that there are specific special circumstances to justify such a development within the Green Belt. Given the nature of the development, its siting, scale, and massing, the proposal is considered to have a detrimental impact on the character, visual amenity and openness of the Green Belt setting and is considered to form a wholly inappropriate form of overdevelopment in this location.

Furthermore, the application has failed to demonstrate that the proposed development could be completed without detriment to the air quality within the surrounding area.

Refusal is recommended accordingly.

Contact Officer: Charlotte Bath

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Notes

 Site boundary

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Site Address

**Harlington Quarry, North of Cranford Lane
Harlington**

Planning Application Ref:

2373/APP/2012/2011

Planning Committee

Major

Scale

1:3,500

Date

August 2014

**LONDON BOROUGH
OF HILLINGDON**

**Residents Services
Planning Section**

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