

RAINHAM & WENNINGTON AND SOUTH HORNCHURCH WORKING PARTY

17 October 2017

Subject Heading:

**Update on mineral extraction and
landfill/land-raising projects in
Rainham & Wennington and South
Hornchurch**

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1. Introduction

- 1.1. The National Planning Policy Framework (NPPF) was published in 2012 and this sets out the Government's planning policies for England and how these are expected to be applied. The NPPF highlights that the purpose of the planning system is to contribute to the achievement of sustainable development. It goes on to state there are three dimensions to sustainable development: economic, social and environmental. The NPPF places a presumption in favour of sustainable development. However, paragraph 11, states that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 1.2. Specifically with regard to mineral development, the NPPF at paragraph 142 states that minerals are essential to support sustainable economic growth and our quality of life. At paragraph 144 it is detailed that when determining planning applications, local planning authorities should:
 - give great weight to the benefits of the mineral extraction, including to the economy;
 - as far as is practical, provide for the maintenance of landbanks of non-energy minerals from outside National Parks, the Broads, Areas of Outstanding Natural Beauty and World Heritage sites, Scheduled Monuments and Conservation Areas;

- ensure, in granting planning permission for mineral development, that there are no unacceptable adverse impacts on the natural and historic environment, human health or aviation safety, and take into account the cumulative effect of multiple impacts from individual sites and/or from a number of sites in a locality;
 - ensure that any unavoidable noise, dust and particle emissions and any blasting vibrations are controlled, mitigated or removed at source, and establish appropriate noise limits for extraction in proximity to noise sensitive properties;
 - not grant planning permission for peat extraction from new or extended sites;
 - provide for restoration and aftercare at the earliest opportunity to be carried out to high environmental standards, through the application of appropriate conditions, where necessary. Bonds or other financial guarantees to underpin planning conditions should only be sought in exceptional circumstances;
 - not normally permit other development proposals in mineral safeguarding areas where they might constrain potential future use for these purposes;
 - consider how to meet any demand for small-scale extraction of building stone at, or close to, relic quarries needed for the repair of heritage assets, taking account of the need to protect designated sites; and
 - recognise the small-scale nature and impact of building and roofing stone quarries, and the need for a flexible approach to the potentially long duration of planning permissions reflecting the intermittent or low rate of working at many sites.
- 1.3. With regard to waste policy and guidance, the NPPF does not contain specific policies, since national waste planning policy is contained within the National Waste Management Plan for England (NWMP). The NWMP was adopted in December 2013 and sets out where we are now in terms of waste generation and how we manage such waste. It sets out where we are and the policies we currently have in place to support the economy, protect our environment and prevent and manage waste streams. In October 2014 the National Planning Policy for Waste was published, replacing Planning Policy Statement 10: Planning for Sustainable Waste Management. For reference, with regard to the Green Belt, it is confirmed that whilst mineral extraction is not necessarily an inappropriate form of development in the Green Belt, waste development is.

2. The Current Position in Havering

Mineral Extraction / Landbank

- 2.1. The London Borough of Havering, as per policy 5.20 of the current London Plan is required to maintain a sand and gravel landbank of at least 1.75 million tonnes throughout the plan period (until to 2031). The Council last produced a Local Aggregate Assessment (LAA) in October 2014. The conclusion of this was that the Council's landbank was approximately 2.5

years on the basis of a permitted reserve of 700,000 tonnes. Since October 2014, planning permission expired for extraction at Rainham Quarry but planning permission has been granted for extraction at East Hall Farm (ref: P0271.14) and Wennington Hall Farm (ref: P1407.13). East Hall Farm has a reserve of 1.1 million tonnes and commenced extraction in April 2016. Material extracted at East Hall Farm is processed at Rainham Quarry, Launders Lane. Activities at Wennington Hall Farm have yet to commence, following the granting of planning permission on appeal in May 2017, but reserves at this site equate to 1.35 million tonnes. The planning permission granted at Wennington Hall Farm allows for on-site processing of material. The reserves at East Hall Farm and Wennington Hall Farm comprise the current landbank in the Borough.

- 2.2. Detailed below is a table which shows Havering’s landbank and how this will reduce over the coming years. The reduction per year has been calculated on the basis of 0.25mtpa usage, as suggested within the current London Plan although it is noted that the most recent data available to the Council suggests extraction has recently been occurring at a reduced rate.

Year (start of)	Required landbank (7 year figure)¹	Permitted landbank ²	Landbank in years
2016	1.75mt	1.1mt	4.4
2017	1.75mt	0.91mt	3.6
2018	1.75mt	2.01mt	8.04
2019	1.75mt	1.76mt	7.04
2020	1.75mt	1.51mt	6.04
2026	1.75mt	Reserves exhausted	

- 2.3. There are no formal sanctions against the Council if the landbank apportionment is not met. Similarly there are no sanctions if the landbank is exceeded. The NPPF requires mineral planning authorities to plan for a steady and adequate supply of aggregates and when determining applications as far as practical, provide for the maintenance of landbanks. Policy CP13 of the Havering Local Development Framework details that the Council recognises the strategic need to supply the construction industry with aggregates and will seek to ensure it makes an appropriate contribution towards the apportionment in the London Plan.

- 2.4. Although planning authorities can allocate or safeguard areas for mineral development, such development is market-led and there is little a Local Planning Authority can actually do to ensure a sufficient landbank which is the reason why there is no formal sanction for a deficit. That being said this

¹ Required landbank = the seven year landbank apportionment detailed within the London Plan. On the basis of Havering having an apportioned seven year landbank of 1.75mt, this equates to a requirement of a 0.25mtpa yield. In respect of the above and the calculations, taking 2016 as an example a 1.1mt reserve divided by 0.25 equates to a landbank of 4.4 years.

² Permitted landbank = the reserve within the Borough to which planning permission has been granted to extract. In respect of the above and the calculations, the landbank (post 2016) has been calculated to reduce at a rate of 0.25mtpa as per that suggested within the London Plan.

lack of sanction should not in any way be seen a reason to presume mineral development and the provision of landbanks is not important. The NPPF states that great weight should be given to the benefits of mineral extraction when determining planning applications. Expanding on this, the NPPF at paragraph 142 states that minerals are essential to support sustainable economic growth and our quality of life. It is therefore important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.

- 2.5. The Council does not have an adopted Minerals Plan. Applications for mineral development have to be assessed on their individual merits against the policy context provided by the London Plan and the adopted Havering Local Development Framework. The London Plan is being reviewed by the London Mayor and a draft revised document is expected to be published for public consultation in November 2017. The Local Development Framework will, in due course, be replaced by the Havering Local Plan which is being prepared for formal submission to the Planning Inspectorate

Landfill / Landraising Projects

- 2.6. Detailed below is a list of on-going landfill/landraising projects in the two wards, together with an update on progress and permitted end date. This list does not, to confirm, seek to cover all waste management sites in the two wards (i.e. sites like Shanks at Frog Island) but simply the permitted end designation sites for waste materials (albeit acknowledged that the sites accept different types/streams of waste). The below list includes East Hall Farm and Wennington Hall Farm on the basis that both of these sites are permitted to be restored back to existing levels, following extraction.

Site	Development Description	Proposed/Permitted No. of Vehicle Movements	Update / End Date
Rainham Landfill, Coldharbour Lane (most recent application ref: P1566.12)	Continuation of waste inputs and operation of other waste management facilities (materials recycling facility, waste transfer station, open air composting site and associated soil plant, gas engines, leachate treatment plant,	The number of permitted vehicle movements is not formally controlled by condition. Maintenance of Coldharbour Lane and HGV routeing nevertheless controlled by legal agreement.	Waste disposal and all other processing operations shall cease on or before December 2024 and restoration shall be completed by December 2026.

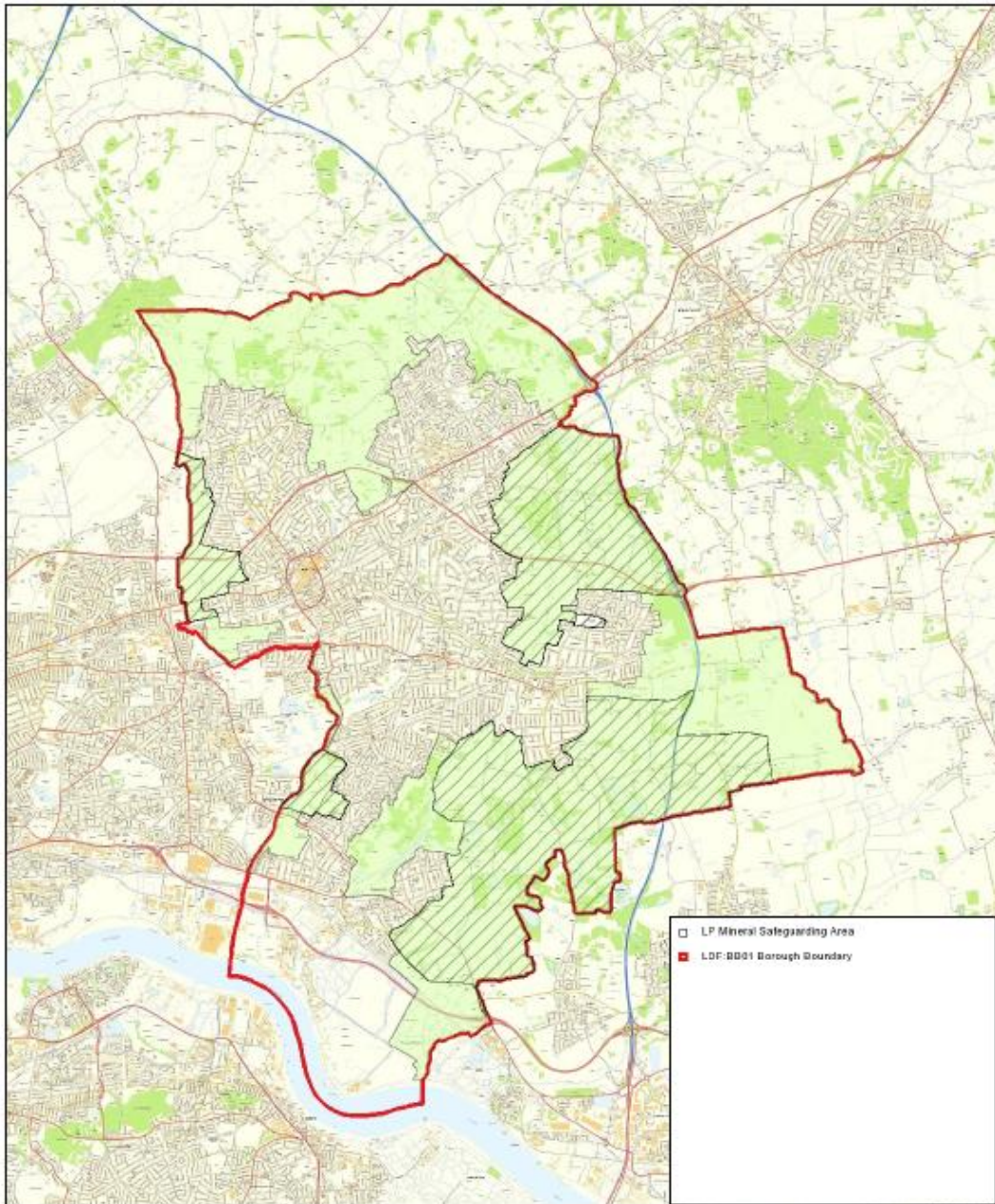
	and incinerator bottom ash processing)		
Rainham Lagoons, Coldharbour Lane (most recent application refs: L/HAV/2819/79 and P0189.16)	Construct two lagoons to receive dredged spoil, together with associated pipe work, weirs etc. - Highway improvement works to facilitate access and deliveries to the site compound	Details provided with application ref: P0189.16 suggested that vehicle movements associated with deliveries via the wharf would be up to 60 per day (120 movements); and deliveries via the public highway between 12 and 50 per day (so between 24 and 100 movements).	No end date as per the extant planning permission although staff understand a revised restoration plan for this site may be coming forward shortly and this would allow staff to impose such a condition.
Arnolds Fields, New Road (most recent application ref: P0941.00)	Land raising to facilitate community woodland	None – no planning permission exists for vehicles to access site	Enforcement Notice issued in 2004 on grounds that sufficient material was on-site to facilitate approved restoration. Enforcement Notice upheld but site still has not been restored in accordance with approved details.
Moor Hall Farm, New Road (parent application ref: P0319.09)	Construction of a 'links' style golf course	400 movements a day (200 in and 200 out) was the basis of the submitted Transport Assessment. However, this is not formally controlled by condition.	No end date as per the extant planning permission. The importation of material to complete the golf course contours is however complete. Engineering works with regard to this still on-






			going.
Mardyke Farm, Dagenham Road (most recently approved application ref: P0455.14 – at the time of writing)	Landscaping and re-contouring	190 movements a day (95 in and 95 out) was the basis of the submitted Transport Assessment. However, this is not formally controlled by condition.	Importation to be completed by 11/04/2017 (as per P0455.14). An application to extend the timeframe of this project (ref: P0671.17) is pending determination. This seeks to enable completion of outstanding works by July 2018. All materials required to engineer the permitted landform are however on-site.
Little Gerpins 2, Berwick Pond Lane (application ref: P1637.14)	Engineering earthworks to provide managed woodland	200 movements a day (100 in and 100 out) over a two year period – controlled by condition.	Site restoration required by 2018.
Pinch site + Ahern Compound, Gerpins Lane (application ref: P1601.15 + P1605.15)	Importation and spreading of inert soil materials to provide managed woodland and grassland for amenity afteruse	260 movements a day (130 in and 130 out) – controlled by condition.	Permission granted but works yet to commence. Legal Agreement does not allow works to commence until works at Little Gerpins 2 are complete.
East Hall Farm, New Road (application ref: P0271.14)	Phased extraction of sand and gravel	192 movements a day (96 in and 96 out) – controlled by condition. No processing of material is permitted at this	Site restoration required by 2026.

		site with all extracted material duly transported to Rainham Quarry.	
Wennington Hall Farm, New Road (application ref: P1407.13)	Phased extraction of sand and gravel	270 movements a day (135 in and 135 out) Monday to Friday; 137 (68 in and 68 out) on Saturday – controlled by condition.	Site restoration required within 9 years of commencement.

APPENDIX 1

Mineral Safeguarding Area



			
 The National Local Planning Grid	 Ordnance Survey Licensed Partner	Scale: 1:100000 Date: 14 November 2016	0 5001000500 metres 
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