

Strategic Planning Board

Agenda

Date:	Thursday 5th January 2012
Time:	2.00 pm
Venue:	Council Chamber, Municipal Buildings, Earle Street, Crewe CW1 2BJ

Members of the public are requested to check the Council's website the week the Strategic Planning Board meeting is due to take place as Officers produce updates for some or all of the applications prior to the commencement of the meeting and after the agenda has been published.

The agenda is divided into 2 parts. Part 1 is taken in the presence of the public and press. Part 2 items will be considered in the absence of the public and press for the reasons indicated on the agenda and at the foot of each report.

PART 1 – MATTERS TO BE CONSIDERED WITH THE PUBLIC AND PRESS PRESENT

1. **Apologies for Absence**

To receive any apologies for absence.

2. **Declarations of Interest**

To provide an opportunity for Members and Officers to declare any personal and/or prejudicial interests and for Members to declare if they have a pre-determination in respect of any item on the agenda.

For any apologies or requests for further information, or to arrange to speak at the meeting

Contact: Gaynor Hawthornthwaite
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3. **Public Speaking**

A total period of 5 minutes is allocated for each of the planning applications for Ward Councillors who are not members of the Planning Committee.

A period of 3 minutes is allocated for each of the planning applications for the following individuals/groups:

- Members who are not members of the planning committee and are not the Ward Member
- The relevant Town/Parish Council
- Local Representative Groups/Civic Society
- Objectors
- Supporters
- Applicants

4. **11/4346N - Former Railway and Royal Mail Buildings, Weston Road, Crewe, CW1 6AA: A Hybrid Application, comprising (i) Full Application for the Demolition of Existing Buildings on the Site and the Construction of a Surface Grade Car Park (240 spaces plus 11 disabled), a Taxi Rank, Improved Subway Access (ii) An Outline Application with All Matters Reserved for New Two-Storey Commercial Building towards North West of the Site with Potential to Incorporate A3 (Restaurants and Cafes) or A5 (Hot Food Takeaways) for Andrew Ross, Cheshire East Council (Pages 1 - 14)**

To consider the above planning application

5. **11/4242W - Cheshire East Council, London Road, Lyme Green, SK11 0JX: Works Associated with the Construction and Operation of a Waste Transfer Station for Cheshire East Council (Pages 15 - 36)**

To consider the above planning application

THERE ARE NO PART 2 ITEMS

Application No: 11/4346N

Location: Former Railway and Royal Mail Buildings Weston Road Crewe, CW1 6AA

Proposal: A hybrid application, comprising (i) full application for the demolition of existing buildings on the site and the construction of a surface grade car park (240 spaces plus 11 disabled), a Taxi rank, improved subway access (ii) An outline application with all matters reserved for new two-storey commercial building towards north west of the site with potential to incorporate A3 (restaurants and cafes) or A5 (hot food takeaways).

Applicant: Andrew Ross, Cheshire East Council

Expiry Date: 01-Mar-2012

SUMMARY RECOMMENDATION

APPROVE subject to conditions

MAIN ISSUES

Principle of Development

Design Considerations

Parking, Highway Safety and Traffic Generation

Landscape and Tree Matters

Impact On Protected Species

Impact on Residential Amenity

Flooding and Drainage

Other Issues

REFERRAL

The application has been referred to Strategic Planning Board because the proposal is over 1ha in size and the applicant is Cheshire East Borough Council.

1. SITE DESCRIPTION

This application relates to the former Royal Mail site positioned on the junction of the A534 Nantwich Road and the A5020 Weston Road in Crewe.

The site is adjoined to the west by Crewe Railway Station and light industrial commercial units to the south as well as a Premier Inn Hotel. On the opposite side of Weston Road, to the east,

is a large B&Q Warehouse and associated car parking. The Crewe Arms hotel is situated on the opposite side of Nantwich Road to the north where there is a narrowing of Nantwich Road caused by the railway bridge.

In terms of shape and size, the application site measures approximately 1.48ha and is roughly rectangular in shape.

The majority of the site is occupied by a mixture of buildings formerly used in connection with Crewe railway and as part of Royal Mail's operations and distributions. The buildings occupying the northern portion of the site are more traditional 2 storey (plus basement) buildings with the southern portion given over to 1960s part 2 storey and part 4 storey buildings.

There is a grassed area with some tree specimens located on the corner of the site bordering the Crewe Arms Roundabout behind which there is an access road which provides limited parking.

The site falls within the settlement boundary of Crewe as designated in the Borough of Crewe and Nantwich Replacement Local Plan 2011.

2. DETAILS OF PROPOSAL

This is a "hybrid" application (i.e. part outline and part full planning permission). Full planning permission is sought for the demolition of the existing buildings on the site and the construction of a surface grade car park (providing a maximum of 240 spaces plus 11 disabled), a Taxi rank and improvements to an existing subway access.

Outline planning permission is sought for a new two-storey commercial building towards the north west of the site incorporating 6 retail units with potential to include A3 (restaurants and cafes) or A5 (hot food takeaways).

3. RELEVANT PLANNING HISTORY

Planning applications for the site are associated with the site's former use in connection with the railway industry and Royal Mail operations. More recently, a Certificate of Lawful Existing Use was granted which established that the authorised use of the site is a mix of B8 and B1 land use classes.

4. PLANNING POLICIES

National Policy

PPS 1 Delivering Sustainable Development
PPS: Planning and Climate Change – Supplement to Planning Policy Statement 1
PPS4 (Planning for Sustainable Economic Development)
PPS 9 Biodiversity and Geological Conservation
PPG 13 Transport
PPS 23 Planning and Pollution Control
PPS 25 Development and Flood Risk

Local Plan Policy

BE.1 Amenity
BE.2 Design Standards
BE.3 Access and Parking
BE.4 Drainage, Utilities and Resources
BE.6 Development on Potentially Contaminated Land
TRAN.1 Public Transport
TRAN.3 Pedestrians
TRAN.4 Access for the Disabled
TRAN.5 Provision for Cyclists
TRAN.7 Crewe Railway Station
TRAN.8 Existing Car Parks
TRAN.9 Car Parking Standards
NE.10 New Woodland Planting and Landscaping
NE.20 Flood Prevention

Other Material Policy Considerations

‘Planning for Growth’
‘Presumption in Favour of Economic Development’
Draft National Planning Policy Framework
Supplementary Planning Document: Crewe Rail Gateway (Adopted Development Brief and Sustainability Appraisal)
Circulars of most relevance include: ODPM 06/2005 Biodiversity and Geological Conservation
Relevant legislation also includes the EC Habitats Directive and the Conservation (Natural Habitats &c.) Regulations 1994

5. OBSERVATIONS OF CONSULTEES (EXTERNAL TO PLANNING)

Environmental Health

Recommend conditions relating to hours of construction / piling, details of external lighting and contaminated land. An informative stating that a Brick Crusher Permit will be required under the Pollution Prevention and Control Act 1999.

Details of Air Quality will be submitted by way of an update.

Highways

No objection, subject to conditions requiring the submission of a Construction Management Plan, a Traffic Management Plan, provision of real time parking information.

Pedestrian access to the station will be improved by the reopening of the subway linking the surface level car park with the station.

Overall, traffic impact from this development will be reduced when compared to the future impact if the sites existing use-class was to remain. The potential traffic generation from the

lawful use actually outweighs the calculated traffic generation from the proposed use and this provides benefits on all areas of the local highway network in capacity terms. This reduction in impact comes in a number of forms, including the reduction in traffic needing to pass the station to park in the existing Pedley Street car park and also traffic needing to either pick up or drop off at the existing station top facility.

A large proportion of these trips would use the new car park facilities and not need to enter Nantwich Road to access existing station facilities or car parks.

Environment Agency:

No objection, subject to a condition requiring the submission of a scheme for surface water drainage in accordance with the submitted Flood Risk Assessment (FRA). The use of a Sustainable Urban Drainage System (SUDS) is also advised.

United Utilities:

No objection subject to further submission of details of drainage and provided that the site is drained on a separate system, with only foul drainage connected into the foul sewer. Surface water should discharge to the soakaway/watercourse/surface water sewer with the consent of the Environment Agency.

Network Rail:

No objection in principle, but express concerns regarding the following:

- Leasing arrangements
- The subway must be suitable/compliant and confirmation of funding should be provided
- Access and egress for delivery vehicles serving the retail units will be through the car park, which may not be open 24 hours
- Delivery vehicles may damage the barriers causing loss of revenue
- Conflicting vehicle movements between long stay and short stay parking
- Surface water drainage must not drain onto Network Rail property
- Who will manage CCTV?
- How will two-storey commercial building be accessed?
- The proposal must not encroach on roads, paths or ways to provide access to Network Rail land.

6. VIEWS OF THE CREWE TOWN COUNCIL

No comments received at the time of report preparation

7. OTHER REPRESENTATIONS

At the time of report preparation, one objection had been received on the following grounds:

- The proposed new entrance building looks nothing more than a toilet block.

- The proposed development does not provide a landmark station entrance/concourse.
- This is a major Gateway development site for Crewe and should only be used for a highly visual quality station entrance, providing a large new concourse with all the services brought together in it, (i.e. ticket offices, travel centre, shops, cafes etc.)
- Does not provide escalators or lifts to the subway. The subway does not provide access to all platforms (i.e. platform 12). The subway is not part of the proposed entrance building and is just out in the open.
- The proposed development does not bring the station together with one Landmark Entrance. It leaves a miss match of entrances with no gathering of services together.
- There is no transport interchange for buses and still leaves Nantwich Rd Entrance congested.

8. OFFICER APPRAISAL

Main Issues

The main issues in the consideration of this application are the suitability of the site, in principle, for use as a surface grade car park as well as the introduction of the proposed retail units within the proposed two-storey commercial building and the impact that the proposals would have on the character and appearance of the Crewe Railway Gateway (CRG).

Principle of Development

As Members will be aware the Minister for Decentralisation has recently published two statements. The first is entitled 'Planning for Growth' and the second highlighted a 'presumption in favour of sustainable development'. These statements set out a much more positive approach to development and state that:

'The Government's top priority in reforming the planning system is to promote sustainable economic growth and jobs. Government's clear expectation is that the answer to development and growth should wherever possible be 'yes', except where this would compromise the key sustainable development principles set out in national planning policy' and that LPA's should 'approve development proposals that accord with statutory plans without delay and grant planning permission where the plan is absent, silent, indeterminate or where relevant policies are out of date'.

The above statements were followed by the Draft National Planning Policy Framework which was published in July 2011. Although this is in draft form it is still considered to be a material planning consideration and some weight should be given to this document in the consideration of this planning application. In terms of economic development the draft NPPF states that

'Planning policies should recognise and seek to address potential barriers to investment, including poor environment or any lack of infrastructure, services or housing'.

In terms of transport it states that: *'encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion'* and that:

'local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable economic growth'.

These recent statements and the draft NPPF support this proposed development which would assist in the redevelopment of a vacant brownfield site and would help to promote the use of Crewe Railway Station. In terms of Local Plan Policy, the site lies in the settlement boundary for Crewe, where there is a general presumption in favour of development provided that it complies with relevant development plan policies.

This includes policy TRAN.7 which states that land at Crewe Railway Station will be safeguarded to permit an extensive modernisation scheme which will include, improved access for pedestrians, cyclists, cars, taxis buses, service vehicles, including a new bus interchange, multi-storey car parking, improved links to Crewe Town Centre, a new station concourse, ticket office, and new passenger facilities.

Policy TRAN.7 is complimented by the 'Crewe Rail Gateway' supplementary planning document which provides a development brief for the wider Crewe Rail Gateway (CRG). The application site falls within the core station sub area of the CRG. Whilst the development brief states that a comprehensive approach to the development of the whole gateway would be advantageous, the brief also recognises the need for flexibility in the delivery of the development which is increasingly important in the current economic climate.

The proposals would improve pedestrian links with the station by opening up an existing subway access to the car park. Additionally, the proposal would provide much needed parking which would help to relieve pressure on the Pedley Street car park and the need for vehicles to approaching from Crewe Arms Roundabout to enter Nantwich Road and Station Top. Provision for cycle parking would be made as well as a taxi rank close to the reopened subway access.

Whilst the proposal does not provide for a multi-storey car park or bus interchange at this stage, this proposal represents the first step in delivering improvements to this strategically important site. In considering this scheme, it is of importance that the proposals do not preclude or indeed prejudice the long term aims and spatial vision for the wider Crewe Rail Gateway.

The submitted scheme would result in the clearance of the existing out of date and poor condition buildings which occupy the site and would provide development which would not be practically intrusive (i.e. a car park) and which would not therefore represent a barrier to future redevelopment or the regeneration strategy advanced in the 'Crewe Rail Gateway' supplementary planning document.

With respect to the proposed retail on the site, the scheme includes provision of a 6 retail units within the proposed two-storey commercial building. This would be located in the North West corner of the site occupying a frontage off Nantwich Road next to the Station Top Bridge.

Whilst the site is situated outside of the Town Centre, the CRG supplementary planning document recognises and promotes the inclusion of small scale ancillary retail uses to compliment the station. The proposed retail element would offer only 549 sq m floorspace and as such would not be considered 'significant' and would principally serve the users of the station. Consequently, the proposed retail element would not be of a scale or nature that would harm the vitality and viability of Crewe Town Centre. As such the retail element is considered to be acceptable and in compliance with the aims of local plan policy TRAN.7 and the Crewe Rail Gateway SPD.

Thus, it is clear that there is support for the principle of this development at National, Regional and Local levels and there are benefits of this scheme.

Design Considerations

Surface Level Car Park

The site is located on a major roundabout at an important gateway into Crewe opposite the Crewe Arms Hotel and next to Crewe Railway Station. It is currently occupied by buildings and areas of hard surfacing, with a large grassed area separating the present taxi waiting area from the Crewe Arms roundabout, Nantwich Road and Weston Road. A group of mature trees stand in the grassed area.

The buildings would be removed and the basements beneath would be filled with recycled site-work material and engineered fill from the demolition of the existing buildings.

The boundaries with the site would be fenced with a 1 metre high boundary treatment. The applicant has stated that the boundary fencing will be high quality with opportunity for some artwork to help improve the public realm. These details will be secured by condition.

With respect to the general appearance of the site, concerns have been expressed regarding the potentially intrusive impact that the development would have given that the parking areas would travel hard up to the perimeter edge of the site along the key frontages. In order to address this, the layout has been amended to enable the provision of a buffer strip along the frontage and corner so that some soft landscape works and planting can be introduced. Such works would help to soften the visual appearance of the site and to respect the boulevard style which is prevalent along the approach to Crewe Arms Roundabout.

Subway

To the rear of the site, there is an existing subway access to the site which would be reopened to provide a direct pedestrian link with the station. This would require the construction of a stair case but this would have minimal impact on the character or appearance of the development as it would be situated towards the rear of the site and would be mainly below ground. Details of finishes should be secured by condition.

Two-Storey Commercial Building

This part of the scheme is in outline form with all matters reserved. Therefore, full consideration cannot be given at this stage to the design layout or appearance of the

proposed building. Nonetheless, the indicative plan shows that the building would be sited in the far North West corner of the site so as to front the Nantwich Road. The indicative plans also show that the building would turn 90 degrees so as to provide some frontage along Weston Road.

The building would be two-storey and would accommodate 6 retail units aimed specifically at rail users. It occupies a position where the CRG SPD promotes a concourse building linking in with the Station Top frontage along Nantwich Road. Subject to an appropriate design, which could be secured at the reserved matters stage, the proposed building could be designed to adjoin and link-in with a future concourse development when the economic and financial climate dictates. Thus, at this stage, the proposal would not preclude or prejudice the continuing development or future regeneration of the site.

Parking, Highway Safety and Traffic Generation

Policy BE.3 deals with access and parking and states that development will only be permitted where proposals provide:

- safe pedestrian access
- the provision of any off street parking
- manoeuvring and operational space should be designed to minimise visual impact
- safe vehicular access and egress arrangements.

The development will increase parking available at the station and will also improve the pickup and drop off facilities in close proximity to it. The reopening of the existing subway will provide a direct link into the station for pedestrian users and this will reduce pressure on the use of the Station Top along Nantwich Road which currently serves as the existing drop off and pick up point.

The road network in Crewe is constrained by the existing rail infrastructure in the town with congestion forming on a number of routes within the town. The Crewe Green Link Road Major Scheme Business Case Report identifies that the Road from B5078 Edleston Road leading up to the Crewe Arms roundabout suffers from congestion. This congestion occurs mainly at peak times, apart from the A534 along Nantwich Road which occurs in the inter-peak period.

Vehicular access to the proposed car park is to be provided by a priority controlled give way access off Weston Road. The access would be offset towards the southern end of the site to increase separation with the roundabout junction at the location of the former Royal Mail access junction. Some minor modifications to the existing junction are proposed in order to provide a wider right-turn lane for traffic turning into the site from the north. In addition, in order to discourage any queuing northbound vehicles from blocking the entry and exit into the car park, 'Keep Clear' road markings are proposed to be provided.

In terms of the impact of the development on the highway network, a Transport Assessment was produced by MVA Consultancy.

The traffic generation from the existing use has been calculated in it alongside the proposed traffic generation from the new car park. In order to calculate the net traffic impact from the new development, it is necessary to deduct the existing traffic generation of the existing use

from the traffic generated by the proposed use. This gives a figure for net traffic generation which can then be factored into the adjacent junction capacity analyses contained within the Transport Assessment and enable effects on the highway network and junction capacity to be calculated.

Distribution patterns have been taken from traffic patterns for the Crewe Gates Industrial Estate and demand for Pick-Up and Drop-Off service (PUDO), taxis and short-stay parking has been taken from survey data from the users of the existing car parks which serve the station.

Overall, traffic impact from this development will be reduced when compared to the future impact, if the sites existing use was to remain. In fact the potential traffic generation from the current use actually outstrips the calculated traffic generation from the proposed use and this provides benefits on all areas of the local highway network in capacity terms.

This reduction in impact comes in a number of forms. The first of which is the reduction in traffic needing to pass the station to park in the existing Pedley Street car park. Furthermore, traffic needing to either pick up or drop off at the existing station top facility would be reduced. A large proportion of these trips would use the new car park facilities and not need to enter Nantwich Road to access existing station facilities or car parks. The proposed car park junction has been calculated to operate well within capacity on the proposed design flows both at the year of opening (2015) and the predicted future year (2030).

The B&Q access junction, which is signalised, has been modelled (using LinSig software) for the development traffic impact and is shown to retain over 17% total junction capacity in the year of opening and a slightly reduced but still positive capacity in 2030. Because the B&Q junction is relatively close to Crewe Arms roundabout the TA considers traffic queue lengths in PCU's (passenger car units) as per the industry standards for traffic modelling. Calculated queue lengths for vehicles at this junction show little interference with adjacent junctions and the only junction that is affected significantly is the proposed car park junction itself and this will be managed through traffic lane markings to accommodate the right turn access traffic.

The proposal includes the refurbishment of the existing subway, which is currently not in use for the general public. This is in order to provide a direct pedestrian connection into the station from the car park. Access into the subway will be provided by steps down from the surface level car park. This will improve pedestrian access into the station from the car park and also from the south as pedestrians will be able to enter the station at this location, rather than walking along Nantwich Road to Station Top.

To conclude highways matters, traffic impact from this development will be reduced when compared to the future impact, if the sites existing use was to remain. The proposal will reduce traffic needing to pass the station to park in the existing Pedley Street car park and also traffic needing to either pick up or drop off at the existing Station Top facility. As such, the Strategic Highways Manager is satisfied with the proposals having regard to highways and parking considerations.

Landscape and Tree Matters

The proposed development would require the removal of all the existing vegetation, taking car parking right up to the road boundaries with a 1 metre high hoop topped railing around the perimeter to the north and east, a 2.4 m high black palisade fencing to the boundaries of the Royal Mail site to the south and the proposed commercial buildings to the north west. In mitigation for the tree loss, 9 replacement trees were initially proposed.

The existing group of mature trees is a prominent feature in the street scene and the tree canopies soften views of the existing buildings when viewed from the roundabout. The most southerly tree is a poor specimen. However, the remaining trees appear healthy and offer some public amenity value. On the approaches to the roundabout, Crewe Road and Weston Road are tree lined boulevards and this design concept has been maintained in recent developments including the B&Q store which has a wide landscape buffer strip around the periphery.

Loss of prominent trees would be detrimental to visual amenity. Moreover, the design as initially submitted would not be viewed as being sympathetic to the character of the surrounding area. In its initial form, the proposals would detract from the boulevard landscape structure. However, as stated earlier the applicant has now amended the layout of the car park to enable a buffer strip to be provided along the key frontages. This will provide space for the introduction of some soft landscaping works including, trees plants and shrubs which should help to soften and minimise the impact of parking on the street scene whilst tying in with the existing boulevard character.

Impact on Protected Species

The application is supported by an ecological assessment, which identifies buildings on the site with moderate potential to support roosting bats. The submitted assessment suggests that further bat surveys be undertaken next spring/summer.

The Council's Nature Conservation has considered the submitted surveys. Having regard to the recorded history of bats in Crewe, the urbanised nature of the surroundings, the lack of significant foraging and commuting habitat and the abundance of alternative roosting opportunities in the vicinity, on balance, the Nature Conservation Officer considers that bats are not reasonable likely to be present or affected by the proposed development. Consequently, the Nature Conservation Officer advises that further bat surveys are not required to inform the determination of this application in accordance with PPS9.

A condition requiring a breeding bird survey to be carried out if works are undertaken during the nesting season is recommended. Accordingly the requirements of PPS9 and the EC Habitats Directive are satisfied.

Impact on Residential Amenity

The surrounding uses are predominantly commercial and industrial and therefore the proposal will not directly impact on the amenity afforded to any adjoining residential uses.

Flooding and Drainage

A Flood Risk Assessment (FRA) has been carried out to determine the impact of the proposed development on flooding. In accordance with PPS 25 and local policy, the FRA has considered the impact on the surface water regime in the area should development occur. The Environment Agency has confirmed that the redevelopment of the site is considered to be acceptable with the use of appropriate conditions for a drainage scheme for surface water run-off.

Other Issues

Issues relating to air quality will be provided to Members by way of an update once comments from Environmental Health have been received.

With respect to the issues identified by Network Rail relating to leasing, subway specification, funding, damage to car parking barriers, who monitors CCTV, and encroachment, these are not material planning considerations. Deliveries to the site could be managed by condition, and the other issues relating to vehicle movements would not sustain a refusal having regard to highway considerations covered earlier in the report.

10. REASONS FOR APPROVAL

The principle of the development is supported by local, regional and national planning policy as well as emerging planning documents such as the NPPF and the statements made by the Planning Minister in relation to 'Planning for Growth' and a 'presumption in favour of sustainable development'.

Whilst the proposal would not at this stage deliver comprehensive development of the Crewe Rail Gateway, local plan policy recognises the need for flexibility in the delivery of the development. This proposed scheme would facilitate the delivery of additional parking close to the station and would improve access and pedestrians links with the station. The development would not by its nature, prejudice or preclude the future redevelopment or regeneration of the station.

The proposed retail provision would not harm the vitality and viability of the Town centre having regard to its ancillary nature and small scale.

Overall, traffic impact from this proposal will be reduced when compared to the impact of the site's existing use if it was to remain used like this in the future. The potential traffic generation from the lawful use actually outweighs the calculated traffic generation from the proposed use and this provides benefits on all areas of the local network in capacity terms. This reduction in impact comes in a number of forms, the first of which is the reduction in traffic needing to pass the station to park in the existing Pedley Street car park and also traffic needing to either pick up or drop off at the existing Station Top facility.

Subject to an amended layout, which provides for an appropriate landscape buffer along the key frontages, the proposal will not have a significant impact on the boulevard character of the area and will serve to minimise the visual harm to the area. Appropriate high quality boundaries will be secured by condition as will a scheme of landscaping.

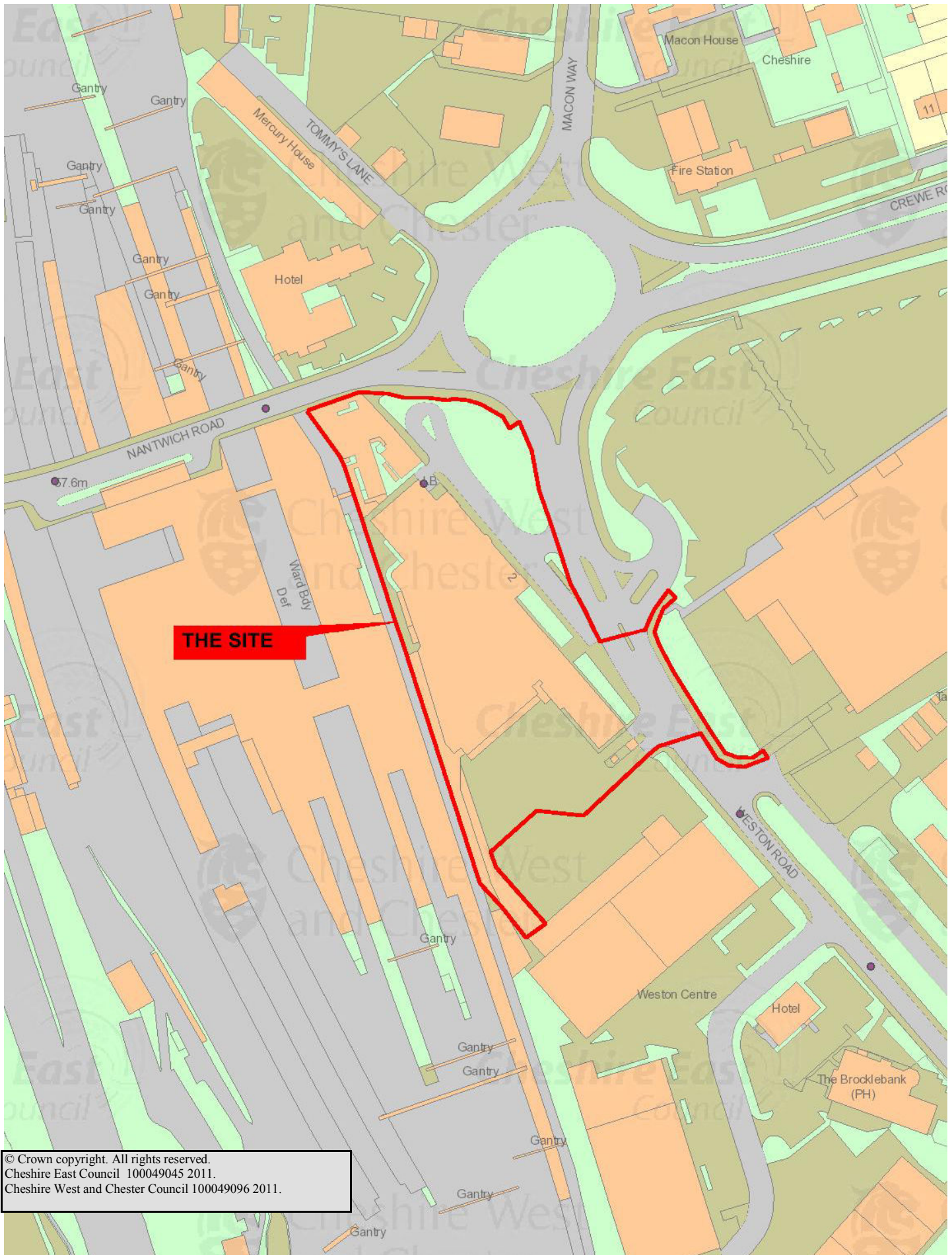
The proposal is considered to be acceptable in terms of its impact upon residential amenity, ecology, drainage/flooding and it therefore complies with the relevant local plan policy requirements and accordingly is recommended for approval subject to other environmental health considerations.

11. RECOMMENDATION

APPROVE subject to the following conditions:-

- 1. Standard 3 year time limit (Phase A – Car Park)**
- 2. Standard outline time limit (Phase B – Two-Storey Commercial Building)**
- 3. Submission of reserved matters (Phase B - Two-Storey Commercial Building)**
- 4. Approved Plans including Amended Layout**
- 5. Submission of Materials**
- 6. Notwithstanding submitted details, details of Boundary Treatment to be submitted**
- 7. Landscaping submission**
- 8. Landscaping implementation**
- 9. Breeding bird survey to be carried out prior to commencement of any works during nesting season**
- 10. Submission of details of bin storage.**
- 11. Compliance with flood Risk Assessment**
- 12. Scheme of Surface water Drainage**
- 13. Construction of Access**
- 14. Hours of construction**
- 15. Details of pile driving operations**
- 16. Sustainable Urban Drainage System**
- 17. Only foul drainage to be connected to sewer**
- 18. Limit retail floorspace to with subdivisions**
- 19. Submission of Construction Method Statement**
- 20. Submission of Traffic Management Plan**
- 21. Submission of details of a scheme for of real time parking information**
- 22. Submission of details of CCTV**
- 23. Demolition to take place in accordance with submitted demolition strategy**
- 24. Details of the proposed finishes and hard landscape treatments of the subway and stair facilities.**
- 25. Submission of details of cycle racks**
- 26. Submission of details of external lighting**

Location Plan



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Application No: 11/4242W

Location: Cheshire East Council, London Road, Lyme Green SK11 0JX

Proposal: Works Associated with the Construction and Operation of a Waste Transfer Station

Applicant: Cheshire East Council

Expiry Date: 19-Jan-2012

SUMMARY RECOMMENDATION: Approve with conditions

MAIN ISSUES:

- Principle of the Development
- Green Belt
- Environmental Protection
- Impacts on Local Amenity
- Heritage
- Impacts on Highway Network
- Landscape and Visual Amenity
- Ecology

REASON FOR REPORT

This is a major waste development in the Green Belt and constitutes a departure from the Development Plan.

DESCRIPTION OF SITE AND CONTEXT

The application site is situated within the existing Lyme Green Highways Depot which is located off London Road (A523) approximately 2.5km south of Macclesfield town centre. It lies on the southern boundary of the depot site, positioned to the west of the existing salt barn and to the south east of the existing Council workshops.

The highways depot lies adjacent to the southern settlement boundary of Macclesfield, separated by the Macclesfield Canal. A number of large commercial and retail units comprising the Lyme Green Business Park back onto the Macclesfield Canal and are visible from the highways depot site. To the south and west of the depot are agricultural fields contained by the railway line to the west and Gaw End Lane to the south. The small settlement of Lyme Green and the A523 London Road are located to the east. Immediately adjacent to the north eastern boundary of the site is a petrol station and small number of car related services.

The highways depot site sits on the northern edge of gently undulating agricultural landscape at an elevation of approximately 165m AOD and gently slopes down to the canal which lies at 160m AOD. In the surrounding area, land rises to the elevations of 320m AOD at Croker Hill and Tegs Nose approximately 3km east of the site, and rises to above 170m AOD approximately 1km west of the site at Danes Moss landfill.

The 2.02ha existing highways depot site comprises of an area of tarmacadam hardstanding encased by a 2.3m high wooden panelled fence which houses a number of industrial style buildings of various designs. Prominent buildings on the site include the office building and road salt storage barn. In addition, the depot is used for the storage of highway maintenance vehicles, and used by sub-contractors for a range of storage, transportation and general maintenance uses.

Access to the site is taken from the existing one way vehicular access onto the A523 which also includes a pedestrian route into the site. Public footpath 46 runs along the northern towpath of Macclesfield Canal, which is accessible from the road bridge on London Road.

The closest residential properties are those located along London Road which is approximately 150m east of the application site, whilst those further east at Lyme Green are approximately 200m from the depot boundary. Properties on Gaw End Lane to the south lie approximately 150m from the site.

The highways depot is located within the Green Belt as defined in the Macclesfield Local Plan 2004 Proposals Map, albeit lying on its northern boundary adjacent to the settlement of Macclesfield. It also lies within an Area of Special County Value (ASCV). Macclesfield Canal is a Conservation Area and Site of Nature Conservation Importance. The Danes Moss SSSI nature reserve is located approximately 1km to the south west of the site beyond the railway line.

DETAILS OF PROPOSAL

This is a partially retrospective application for the development of a new waste transfer building (WTB) together with new hardstanding and landscaping.

The WTB measures 30m by 30m, with a height of 11.8m to the highest ridge (apex) and would provide a gross floor area of 900sqm for the temporary storage of dry recycled waste. The building is a 'Rubb' structure comprising of a steel portal frame, incorporating a green coloured polyester fabric which sits on concrete foundations with an asphalt floor.

Recent ground excavation works have been undertaken which will enable the WTB to sit 1.6m below existing ground levels in the north and 3.6m in the south to reflect existing site topography. This is supported by a 3-3.75m retaining wall wrapping around the south, east and west of the building, whilst a concrete apron approximately 17m by 30m is proposed to the west of the WTB.

Four roller shutter door openings and two pedestrian doors are proposed within the building. Two external lights are proposed over the roller shutter doors to provide light in winter, whilst a ventilation system is proposed inside the building. Landscape planting is proposed on the southern boundary and south west corner to provide an element of visual screening for sensitive receptors.

The WTB would enable the temporary daily storage of dry recycled waste collected by Council Refuse Collection Vehicles (RCV) as part of the borough wide 'silver bin' collections. Recycled waste is collected from households, offices and small traders in the Macclesfield area and comprises of dry recycled waste such as newspapers, cardboard, paper, glass, can, and mixed plastics. No green waste or food waste would be received at the site. Waste delivered to the site by RCVs would be tipped within the building and then stockpiled in the relevant bays by two wheeled loaders. Bulk collection HGVs would be loaded within the building by a hydraulic handling machine for onwards transportation to the materials recycling facility at Shotton, Deeside.

The proposed hours of operation are 0700 -1900 hours Monday to Friday; 0700-1230 Saturday, with no working on Sundays or Bank holidays.

The WTB would have a maximum throughput of 75,000 tonnes per annum with refuse collection vehicles (RCVs) each undertaking up to three deliveries to the site on a daily basis. The bulked haulage, RCV and associated staff movements would generate an average of 118 movements per day to the site.

4 permanent staff will be employed at the facility, with 27 RCV drivers using the facility.

The design and access statement makes reference to the waste management services division being based at the depot site. It is worth noting that any such proposals do not form part of this application, and may need to be subject to a separate planning application.

RELEVANT HISTORY

Historically the site was originally used as a copper works in the late 1800's. More recently the site has a historical use as a highways and vehicle maintenance depot with a number of associated planning consents, the most relevant being:

- 04/0694P – New single storey office building granted August 2004
- 36376P – Erection of salt barn store granted March 1984;
- 20045P – Garage and workshop granted January 1980

POLICIES

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise.

For the purposes of s38(6) the development plan comprises the Cheshire Replacement Waste Local Plan 2007, and the Macclesfield Borough Local Plan 2004.

National Planning Policy

PPG2	Green Belts
PPS9	Biodiversity and Geological Conservation
PPS10	Planning for Sustainable Waste Management
PPS23	Planning and Pollution Control
PPG24	Planning and Noise
PPS25	Development and Flood Risk

Draft National Planning Policy Framework

Local Plan Policy

Cheshire Replacement Waste Local Plan 2007 (CRWLP)

Policy 1	Sustainable Waste Management
Policy 2	Need for Waste Management Facilities
Policy 5	Other Sites for Waste Management Facilities
Policy 12	Impact of Development Proposals
Policy 14	Landscape
Policy 15	Green Belt
Policy 16	Historic Environment
Policy 17	Natural Environment
Policy 18	Water Resource and Flood Risk
Policy 23	Noise
Policy 24	Air Pollution
Policy 25	Litter
Policy 26	Air Pollution: Odour
Policy 28	Highways
Policy 29	Hours of Operation
Policy 36	Design

Macclesfield Borough Local Plan 2004 (MBLP)

Policy NE2	Landscape Protection
Policy NE11	Nature Conservation
Policy NE12 and NE13	Sites of Biological Importance
Policy NE17	Major developments in the countryside
Policy BE3	Conservation areas
Policy BE6	Macclesfield Canal
Policy GC1	New Buildings in the Green Belt
Policy GC3	Visual Amenity
Policy T6	Highway Improvements and Traffic Management
Policy IMP2	Environmental Appraisal
Policy DC1	New Build
Policy DC3	Amenity
Policy DC5	Reduction of Crime
Policy DC6	Circulation and Access
Policy DC8	Landscape schemes
Policy DC13 and DC14	Noise
Policies DC17, DC19, DC20	Water Resources
Policy DC63	Contaminated Land

Other Material Considerations

Government Review of Waste Policy in England 2011

Waste Strategy for England 2007

Cheshire Joint Waste Management Strategy 2007 to 2020

Cheshire East annual monitoring report 2009/10 (Minerals and Waste Technical Annex)

CONSULTATIONS

Highways

The proposed vehicle trips to and from the site are likely to be considerably lower than currently generated. Therefore, in traffic impact terms, there are no objections to the proposal. Improvements to the access arrangements are considered acceptable and no objections are raised to the scheme.

Environmental Health

Noise

In terms of noise impacts from construction works, these would be temporary and should not exceed recommended levels. Limiting the hours of operation on Saturdays with no operations on Sundays or Bank Holidays is recommended, along with approval of piling operations. Any dust emissions should be controlled by methods recommended in the assessment. Planning conditions are recommended in respect of construction hours of operation and details of any piling operations.

Potential operational noise impacts are associated from vehicle movements and operation of plant on site. Activities operating before 0730 hours are not normally recommended. Saturdays should be used for 'catch up' only. The overall traffic movements would not be significant compared to existing levels. The largest noise impacts are likely to arise from initial movements of vehicles in the morning, but these would not be significant. Conditions should be used to control the hours of vehicle movements and secure the removal of the speed ramps on the access road.

Impacts associated with management of waste on the site have the potential to cause greater impacts. The high sound power levels of the equipment and the poor acoustic properties of the building will require additional noise mitigation measures.

A 4m acoustic barrier positioned on the retaining wall should attenuate noise levels significantly to properties on London Road and Gaw End Lane, as well as further mitigation through waste management operations.

The facades of the units on the adjacent retail park facing the site are largely industrial and used for vehicle access, and the predicted noise levels for this type of use are reasonable. The more noise sensitive areas to the front of the retail park should be effectively screened by the existing units.

Planning conditions are recommended in respect of:

- operational hours,
- construction of acoustic barrier,
- implementation of mitigation for site vehicles,
- removal of speed ramps
- management of road surface,
- implementation of noise monitoring scheme;
- establishment of operational noise levels at sensitive receptors
- scheme for dealing with complaints associated with operational aspects of the site.

Odour

It is recommended that the waste categories accepted at the site are controlled by planning condition, along with the closure of doors between waste deliveries in order to control any potential for odour. Any proposals to alter the type of waste permitted would require a full odour assessment and control scheme.

Dust

Any potential dust emissions can be controlled by damping down and good site management techniques. Planning conditions are recommended in respect of management of dust on site, and scheme for details of lighting.

Contaminated land

The depot has a historic use as a copper sulphate works and infilled pond and sulphate attack on buried concrete and services could present a problem. As this appears to be limited to the northern end of the site, rather than the application site, it is considered that there are no contaminated land issues and the assessment submitted is reasonable.

Landscape

The Landscape Officer considers that, in spite of the ground engineering which would lower the building height by 3.6m, the visual impact of the proposals on visual receptors would be significant. Whilst the landscape planting would provide some mitigation, this will only partially mitigate long term visual impacts, and tree planting provides relatively little mitigation for residential properties along A523 London Road. Overall, it is considered that the scheme does not provide adequate or effective mitigation for receptors to the east or south east and further planting is required along the southern boundary and south east.

Nature Conservation

No significant ecological are anticipated with this development.

Environment Agency

No objection subject to imposition of conditions in respect of contamination of the site to be submitted prior to any re-commencement of development.

Natural England

None received

Cheshire Wildlife Trust

Notes an inaccuracy in the Planning, Design and Access Statement with regards to reference to Macclesfield Canal SBI designation and would have expected the application to include an assessment of potential impacts (in particular of increased drainage from the site) and proposals for mitigation, if required. Also note that no biodiversity enhancement is proposed in the scheme.

British Waterways

None received.

Heritage (Archaeology and Conservation)

None received.

United Utilities

No objection.

VIEWS OF THE PARISH / TOWN COUNCIL:

Sutton Parish Council raise strong object to the scheme and recommends the application is refused on the following grounds.

The scheme does not comply with planning policy and is contrary to Green Belt policies as new buildings constitute inappropriate development which would have an adverse impact on the openness of the Green Belt and no very special circumstances have been demonstrated to justify the scheme.

Aside from being in the Green Belt, the site is not suitable due to contamination on the site particularly with arsenic and gas which would present a hazard to human health. It is not considered that the building proposed would provide necessary protection to nearby residents and workers from issues of noise, dust, odour and gas emissions.

Concern is raised that contaminated soils have been excavated from the site as a result of work that has already taken place which could be hazardous to human health. Overall, it is considered that risk to human health of local residents and workers means the site is unfit for the development proposed.

The impact of noise pollution, especially when the site is operational, is considered to be significant.

The noise impacts of heavy goods vehicles using the site within vicinity of residential properties is considered unacceptable.

Likewise the likely level of air pollution and odour is considered to be unacceptable.

Concerns are raised that the scheme will attract vermin to the site.

The Parish Council are of the opinion that the present highway arrangements are inadequate to accommodate the proposed traffic movements which could create issues with highway safety and congestion.

The Parish Council consider that Cheshire East Council have, in undertaking retrospective works on site, disregarded the planning process.

They raise procedural concerns regarding the consultation timescales of this application and consider that the application should be referred to Secretary of State under the Town and Country Planning (consultation) (England) Direction 2009.

OTHER REPRESENTATIONS

15 objections have been received from local residents plus on behalf of Lyme Green Business Park and local organisations.

These raise issues of impacts of noise, dust and odour emissions, especially associated with vehicle movements and tipping of waste.

Concern is also raised in respect of:

- potential to attract vermin;
- potential for contamination of waste streams;
- visual impact of the scheme
- potential for light pollution.

The contamination of the site and how this is mitigated is cited as a cause for concern, especially in relation to development which has already taken place.

The impact of the scheme on users of the canal and retail park along with general amenity of local residents is raised as an issue.

The adequacy of the access road, road network and highway safety, particularly with regards to the impact on London Road and nearby junctions as well as the canal bridge are raised as issues, as well as the impacts on pedestrians using London Road and the change in the type of vehicle using the site are all cited as issues for concern.

Representations also comment that the scheme is contrary to policies of the MBLP and Green Belt policies and would have an impact on the character of the Conservation Area and open countryside.

The need for the scheme is questioned, as well as the case for justification of development in the Green Belt. Concern is also raised over the robustness of the alternative site assessment and potential contradictory information in the submission. Representations consider there are more suitable allocated sites in CRWLP and MBLP, Danes Moss Tip being cited as one potential alternative. There is also concern that the scheme could attract other bad neighbour uses to the site and could in future accept other waste streams.

Specific concerns have been raised in relation to the impact of the scheme on Lyme Green Business Park, particularly with regards to the adequacy of the acoustic assessment, potential noise impacts generated by the scheme on the retail park, and need for acoustic and visual mitigation for the retail park.

The impact of the scheme on property values was cited as an issue. However, this is not considered to be a material planning consideration.

Procedural concerns have been raised in respect of:

- undertaking work without planning permission,
- timescales for determination,
- lack of pre-application consultation
- strategic decisions by Cheshire East Council Cabinet on waste management matters.

APPLICANT'S SUPPORTING INFORMATION

Planning, Design and Access Statement
Transport Assessment
Geo-Technical and Ground Contamination Assessment
Noise Assessment
Drainage Report
Topographical Survey
Landscape and Visual Appraisal

OFFICER APPRAISAL

Principle of Development

The implications of development on land in the North Cheshire Green Belt, and implications of development on an unallocated site in the CRWLP are key considerations.

Green Belt

The scheme proposes a WTB for the storage of dry recycled waste on land that lies within, but on the edge of the Green Belt boundary with Macclesfield.

The management of waste in the Green Belt is inappropriate development unless it maintains the openness of the Green Belt and does not conflict with the purposes of including land in the Green Belt (CRWLP Policy 15). In respect of waste facilities in the Green Belt, PPS10 advises that the locational needs of some types of waste facilities, together with the wider environmental and economic benefits of sustainable waste management are material considerations that should be given significant weight. Applications should therefore demonstrate whether such material considerations amount to the very special circumstances necessary to overcome the policy presumption against inappropriate development in the Green Belt and any harm caused.

The application site sits on an area of hardstanding historically formed to create the current highways depot site. All buildings and equipment associated with highway authority functions are adequately contained within this hardstanding, the boundary of which is clearly defined by permanent close boarded fence which also provides a degree of visual screening. A total of 5% of the current footprint of the highways depot is taken up by the proposed building and the building is sited directly adjacent to the existing salt barn. As this is a self contained depot within which the WTB and associated plant can adequately fit with no amendment to the existing footprint of the highways depot, it is not considered that the development would conflict with the purposes of including land in the Green Belt in this location. It is also noted that consent was granted for a temporary waste transfer station on the Danes Moss Landfill in 2008, which proposed a similar scale of development in the Green Belt.

Openness

In determining the 'harm' of the scheme in terms of PPG2 policy tests, it is important to consider the degree to which the visual amenity of the Green Belt is harmed by the proposal, by reason of its siting, material or design.

The principle of developing this site has already been established by virtue of the long planning history on the site which has seen a number of planning consents for various built development of different scale and condition, all of which have to a degree changed the intensity and visual appearance of the site.

The Green Belt in this location lies adjacent to the settlement boundary of Macclesfield and is characterised by a mixture of open agricultural land, pockets of woodland and built development. It is accepted that openness of the Green Belt in this location is already compromised to a degree by existing built development which includes the Highways Depot site, settlement of Lyme Green, road infrastructure, Danes Moss landfill, along with isolated residential properties and a small industrial estate along Gaw End Lane.

It is necessary to consider the extent to which the impact on the openness of the Green Belt would be altered further by the WTB. From the south, the WTB would be viewed in the context of the adjacent salt barn which is of similar scale and height. Likewise, from the west, the WTB would be viewed against a backdrop of other buildings in the site including the office block which create an urbanising influence on the depot site. Equally, it is recognised that the WTB:

- would only cover 5% of the total site footprint,
- would not result in a substantial increase in the developed portion of the site
- proposes a built form that mirrors other development on the site.

Despite this, the Green Belt in this location, whilst not particularly distinguished in terms of visual or landscape quality, has an important role in maintaining openness given the close proximity of Macclesfield. The scheme would introduce a building on the southern boundary of the site which currently has no built development on it and which would be 30m in length and which would project 6m above the 2m high existing fenceline. Even with landscape mitigation it is likely that this will present an easily recognisable built feature in the Green Belt, especially from views to the south and west.

The Landscape and Visual Appraisal acknowledges that the WTB would break the skyline from views to the south, whereas the existing salt barn sits at similar height to the backdrop of Macclesfield. Overall, it is considered that the siting, scale and design of the WTB, combined with the lack of existing natural vegetation in the surrounding area and on the site boundary will present a degree of impact on the openness and visual amenity of the Green Belt which is unlikely to be reduced substantially by mitigation planting and boundary treatment.

It is therefore necessary to consider whether the harm created by the impact on the openness of the Green Belt is outweighed by other very special circumstances.

Need for Future Waste Management Provision in relation to the source of waste

In terms of relevant waste policy, PPS10 identifies that some waste management facilities may have particular locational needs and may provide wider environmental and economic benefits related to sustainable waste management. These are material considerations that should be given significant weight when determining whether planning permission should be granted. It is the applicant's responsibility to demonstrate whether such material

considerations amount to very special circumstances necessary to overcome the policy presumption and any harm caused.

Developments in waste management policy and legislation at European and national level have placed an ever increasing pressure on Local Authorities to prevent a growth in waste arising and minimise resource use, whilst seeking solutions that do not compromise environmental improvement and economic growth. Targets for waste minimisation have been established as a consequence of EU Landfill Directive and subsequent Government Waste Strategy for England 2007. Specifically they seek to reduce the percentage of waste sent to landfill, including a target to reduce the amount of household waste which is not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% to 12.2 million tonnes in 2020, and a target of recycling and composting 45% household waste by 2015 and 50% by 2020.

These targets are incorporated in the Cheshire Consolidated Joint Municipal Waste Management Strategy (CJWMS) 2007 – 2020 which is used to determine the need for and location of future waste management facilities in Cheshire East over the plan period. Achievement of the higher recycling and composting targets set in CJWMS, will reduce the amount of residual biodegradable waste being generated and will ensure that Cheshire meets EU targets and aims of national waste policy. Central to this is the need to move waste up the waste hierarchy, encourage recycling and provide sufficient facilities to meet the needs of communities, a key aim which is supported in PPS10.

The Cheshire Replacement Waste Local Plan (CRWLP) identifies an indicative annual capacity for the management of 488,000 tonnes of municipal solid waste (MSW) up to 2015. The estimated recycling/composting rate for MSW over the same period is set at 46% (equating to 224480 tonnes). The Annual Monitoring Report 2009/10 (AMR) identifies the actual recycling/composting rate for MSW at 52.6% which already surpasses the targets set in the Governments Waste Strategy 2007 and shows the authority is clearly meeting targets adopted in CJWMS. The volume and treatment of waste arisings in the authority is likely to be influenced by the announced landfill tax increases (£80 per tonne in 2014/15) which has the potential to drive changes in waste management practice. Further developments in legislation arising from the Waste (England and Wales) Regulations 2011 mean that after 2014, waste operations must ensure that all waste paper, metal, plastic or glass must be collected separately and remain separated. This puts increased pressure on the local authority to provide sufficient facilities to cater for the level of recycling anticipated within the authority.

There is a need to carefully balance the European and National waste policy and legislative requirements against the policy requirements of PPG2. In particular, there is a need to ensure that any very special circumstances to justify the scheme clearly outweigh any harm caused by such inappropriate development.

The applicant has highlighted an imbalance of waste management facilities in the north of the authority; with reliance for the management of dry recycled waste (silver bin collections) in Macclesfield solely given to a private facility on Moss Lane. This facility has a short term contract scheduled to cease in spring 2012. Without a substitute facility in the north of the authority, the majority of waste would need to be transported to other appropriate sites in the authority, the closest of which is likely to be Pym's Lane in Crewe. Daily collections to this

facility by RCVs would generate a 70km round trip. The applicant considers this to be an unsustainable and uneconomic solution to managing Macclesfield's household waste recycling and considers the WTB would significantly reduce vehicle emissions and reduce the Council's carbon footprint. The WTB would enable the authority to meet the aims of the CJWMS by helping to increase the level and quality of public participation in kerbside recycling schemes, and mitigating the negative environmental impacts associated with the transport of materials for recycling and composting. It would also help to deliver more cost effective and efficient service and move towards a consistent level of service across the authority. A new WTB is identified as a key priority in the report which was presented to Cabinet on 14th March 2011.

PPS10 and CRWLP requires a network of waste management facilities to be established to enable communities to take responsibility for their own waste and reduce the distance that waste is transported, with facilities located as close to the sources of waste as possible. The needs assessment prepared to accompany the Waste Local Plan 2007 demonstrated a need for a WTS in Macclesfield as part of the overall plan strategy in order to meet current and future waste arisings during the plan period. This was then translated into Preferred Site allocations, specifically WM13 and WM10, and Preferred Site WM13 specifically identifies a waste transfer station as one of the potential uses appropriate in this location. It is therefore accepted that there is a need for a WTB in Macclesfield to accommodate the recycled waste from this major centre of population.

It is noted that due to the proposed hours of operation and the proposed nature of waste to be received at the site, the new facility at Lyme Green will not accommodate all waste management requirements for the silver bin collections in Macclesfield. Green waste and silver bin collections outside of normal hours would need to be taken to a suitable facility in the area or transported to other appropriate facilities in the authority.

A careful balance needs to be achieved between the protection of the Green Belt, and the wider strategic waste priorities and corresponding aims of PPS10 and CRWLP. There is an overriding need in this instance to facilitate the long term objectives of national waste policy and accord with European objectives for waste minimisation, which are significant material considerations as clearly identified in PPS10. Given the strategic function the WTB would have in contributing to a network of sustainable waste management facilities across the authority, it is considered that this amounts to the very special circumstances necessary to overcome the policy presumption against inappropriate development in the Green Belt and any harm caused.

Assessment of Alternative Sites

Pursuant to Policy 5 of CRWLP, an alternative site assessment has been undertaken which assessed, in land use terms, potential sites in the surrounding area for the development of a WTB to serve the north of the authority. This seeks to demonstrate the preferred sites are either no longer available or are less suitable than the proposed development. Following an initial review of preferred sites in the CRWLP, two alternative sites were assessed for their suitability, availability and deliverability at Hurdsfield Industrial Estate (Preferred Site WM10) and Lyme Green Business Park (Preferred Site WM13).

Preferred Site WM10 was discounted on the basis of constraints in availability and letting arrangements, size constraints and close proximity of sensitive receptors including residential properties within 20m of the site.

Land within Preferred Site WM13 was discounted on the basis that this would conflict with long term policy objectives for the South Macclesfield Development Area (SMDA) which seeks to deliver commercial, residential and stadium uses. The applicant considers that locating a waste transfer station on this site would be inappropriate and could prejudice the commercial attractiveness of such an important economic development for this part of the town. They consider that utilising an existing brownfield site would be more favourable than potentially compromising the objectives for the SMDA. Equally, the applicant considers that the existing site access is inadequate, the suitability of the site for a waste transfer facility is subject to the delivery of a new distributor road and the site is not available at present.

The Council waste management team also considered utilising the existing site at Commercial Road, Macclesfield for the WTB. The 0.78 ha site is currently used for the parking of RCVs and is considered too small and constrained to accommodate both the new waste transfer station and parking of RCVs within the site boundary.

The Inspector's Report into CWRLP on Preferred Site WM13 discounted concerns over potential detrimental impacts of a waste management facility on the successful development of the SMDA, advising that a well designed waste management facility could contribute positively to the area and stimulate investment. Therefore, the applicant's case that Preferred Site WM13 should be discounted on the basis of potential harm to the SMDA is not accepted. That said:

- the allocation is not available at present
- has access constraints;
- is not deliverable until such time as the distributor road is constructed, which is not identified as a future scheme in the LTP.

It is therefore considered acceptable to discount Preferred Sites WM10 and WM13, and the existing Commercial Road site.

A representation has noted that Danes Moss Landfill site would be a preferable site for the WTB. Danes Moss is not considered a sequentially preferable as this is also located on Green Belt land outside the development boundaries and is not previously developed land. As such, no further consideration has been given to this suggestion, as it does not meet PPS10 or CRWLP policy requirements.

The alternative site assessment does not consider the other allocated sites in the CRWLP which are located in the north of the authority, nor does it consider any MBLP B1, B2 and B8 employment allocations that have not been previously considered as part of the CRWLP preparation. Whilst an assessment of potential employment sites is supported in PPS10, it is accepted that there is no direct requirement for such a review in Policy 5 of CRWLP. Equally the applicability of criteria iii of Policy 5 is now uncertain given the very recent abolishment of RSS.

The applicant has justified the scope of the assessment on the basis that a location in Macclesfield meets the geographical and operational requirements of the RCV collections. The facility would serve 85-90,000 properties covering a geographical area stretching from the northern extent of Congleton stretching north up to the authority boundary in the north, east and west, taking in all major towns and rural areas including Wilmslow, Poynton and Knutsford. This facility requires a central location as close to the main source of waste as possible, whilst having good access to transport network, bearing in mind the end destination of waste at Shotton, Deeside.

Whilst it is accepted that there are other preferred sites in CRWLP which are situated within this catchment area, these are not situated within major urban areas, whereas the proposed site is located close to the largest centre of population within the RCV catchment area, and thus the town generating the largest waste arisings of all towns in the catchment. PPS10 and CRWLP Policy 27 seek to minimise the distance that waste is transported on the road network by enabling waste to be managed as close to its source as possible. Given the largest waste arisings would be generated by Macclesfield, the alternative Preferred Sites within the catchment area would not provide a more sustainable waste management option and would conflict with national waste policy guidance.

Equally, PPS10 recommends consideration of a broad range of locations for new waste management sites, including industrial estates and sites where there are opportunities for co-location of complimentary facilities. A co-location on this site with the existing highway maintenance services is considered to generate similar operational impacts on the local amenity and similar type of transport movements and could offer efficiencies in service provision and more sustainable resource use. The site also has good access to the A classified road network which will be required for the onward transportation of bulked up waste from this site.

It is therefore considered that the applicant has demonstrated there are no other preferred sites in the CRWLP which would offer a central geographical location required for the RCV collections in Macclesfield area and, as such, the proposal meets the tests set out in Policy 5 of CRWLP.

Environmental protection

Applications for waste management sites which are not allocated in the development plan should be considered favourably when consistent with policies and criteria in PPS10. This includes the physical and environmental constraints on development, including existing and proposed neighbouring land uses and capacity of existing and potential transport infrastructure. Priority should be given to the re-use of previously-developed land (paragraph 21 PPS10). Annex E of PPS10 provides a range of locational criteria which should be considered in assessing the suitability of sites for waste management facilities. These include a range of environmental and amenity issues likely to be of particular relevance with a waste facility. These are considered further below.

Noise, Dust and Odour

Potential air quality impacts are anticipated at the construction stage and with the delivery, receipt and movement of waste. The proposed development is located approximately 150m

from closest residential properties as well as being approximately 90m from the Macclesfield Canal footpath.

The acoustic assessment identifies that the construction activities are not shown to exceed recommended noise limits and would be temporary in nature. With the control of construction hours and implementation of mitigation as identified in the acoustic assessment, the EHO considers that the construction noise impacts would not give rise to unacceptable level of noise pollution in accordance with Policy 23 of the CRWLP.

Operational impacts are associated with the delivery, receipt and handling of waste. The high sound power levels at the site and poor acoustic properties of the building are likely to give rise to the potential for significant noise impacts for sensitive receptors. Whilst the application proposes operational hours of Mondays to Fridays 0700 to 1900 and Saturdays 0700 to 1230, the EHO recommends the hours of operation be limited to 0730 Monday to Friday with only occasional use on Saturdays in order to reduce the noise impacts to sensitive receptors. A 4m noise barrier is proposed on the retaining wall which would attenuate noise levels significantly to properties on London Road and Gaw End Lane. A planning condition requiring details of the occasional hours of operation to be agreed with the planning authority would be imposed on any consent to ensure an acceptable level of operational use.

The noise assessment indicates there will be no significant noise impacts associated with traffic movements to the site given there is an overall net reduction from current traffic levels. In addition, all RCV collections will continue to originate from Commercial Road in the mornings, thus removing any potential noise impacts caused by all vehicles leaving at the same time on their morning collection round. The EHO recommends controlling the hours of vehicle movements to restrict movements before 0800 hours and the removal of speed ramps on the access road to further reduce any noise impacts.

Concern has been raised regarding the impact on the adjacent retail park. The facades of the structures in the retail park that are facing the proposed development are largely industrial and used for vehicle access. They are therefore not considered to be noise sensitive. The noise assessment indicates that neither the absolute level nor the calculated level of increase is considered present an unacceptable detrimental impact. Furthermore, the EHO considers that the more sensitive areas to the front of the retail park should be screened by the structures themselves.

In order to secure an appropriate level of mitigation and ensure noise levels can be controlled to an acceptable level, planning conditions are recommended in respect of:

- operational hours for the receipt of waste and vehicle movements;
- construction of acoustic barrier;
- details of piling activities;
- implementation of noise monitoring scheme
- establishment of operational noise levels at sensitive receptors.

Conditions are also recommended in respect of:

- mitigation of noise from site vehicles,
- removal of speed ramps

- management of road surface,
- a scheme for dealing with noise complaints.

The EHO considers that, subject to application of mitigation, the scheme would not give rise to unacceptable levels of noise pollution and would comply with Policy 23 of CRWLP, and PPG24.

The transportation and storage of dry recycled waste is unlikely to generate significant dust emissions as all waste unloading and handling would take place within the building and shutter doors closed between deliveries. Dust associated with excavation and transportation/handling of waste should be adequately controlled by implementation of good site management practices. The implementation of appropriate planning conditions for the control of dust should ensure that any impacts are controlled to an acceptable level in accordance with Policy 24 of CRWLP and PPS23.

Odour emissions associated with the proposed development are unlikely to present any significant impacts as no liquid, wet or putrescible or odorous waste would be accepted. The waste type, and waste handling methods are matters which would be appropriately controlled by a relevant Environmental Permit, regulated and enforced by Environment Agency. PPS10 maintains that planning authorities should work on the assumption that the relevant pollution control regime will be implemented and should not seek to control aspects of the development that would be regulated by a permit from the pollution control authority. The EHO also recommend planning conditions in respect of controlling odour which could be imposed on any planning consent.

As such, the proposals are considered to accord with policies 12 and 24 of CRWLP and policies DC3 and DC13 of MBLP.

Ground contamination and water resources

The site has an historic use as a copper sulphate works.

The ground contamination assessment identifies concentrations of arsenic in made ground in the north east of the site which exceed acceptable levels, indicating mitigation is required for protection of human health. The assessment recommends leaving the material in situ, with mitigation proposed in the form of a cover system, such as a tarmac hardstanding, to remove potential for direct contact pathway.

Elevated concentrations of arsenic were also identified in groundwater samples indicating that the site has the potential to pose a risk to Macclesfield Canal. Further work is recommended in order to establish the level of risk to the water body and identify suitable mitigation. Ground gas monitoring for methane and carbon dioxide indicates levels that were considered to present a moderate risk requiring mitigation. However, the assessment considers that due to the structure proposed, gas protection measures are not necessary. The Environment Agency has recommended further preliminary risk assessments, site investigations and development of a remediation strategy prior to any re-commencement of development, all of which could be secured by means of such an investigation. This could be secured by means of a suitable planning condition.

Concern has been raised that recent construction activities on the site could have potentially disturbed contaminated land. The contamination identified in the ground is located in the north east of the highways depot whilst construction activities are confined to the south west. The applicant has confirmed that no areas subject to potential contamination have been disturbed. Planning conditions imposed on any consent would ensure that potential contamination is adequately mitigated and remediated prior to any construction work commencing on site. This is considered to accord with Policies 12 and 18 of CRWLP and PPS23.

The scheme proposes a controlled drainage system with surface water from the yard area and building connected to the existing site drainage system. No objections were raised by the Environment Agency to the drainage system proposed. This is considered acceptable and in accordance with Policy 18 of CRWLP, PPS23 and PPS25.

Impacts on Local Amenity

The impacts associated with air quality and visual amenity has been addressed within this report. Lighting for the scheme would be restricted to 2 lights positioned above the shutter doors on the northern elevation which would function during operational hours. Full lighting specification would be agreed and secured by means of suitable planning condition to limit glare on sensitive receptors, in accordance with Policy 12 of CRWLP.

Concern has also been expressed that:

- the waste could potentially attract vermin;
- litter could be generated by the waste;
- other waste streams may unintentionally be received at the site.

The nature of waste material is highly unlikely to attract vermin as RCVs collect dry recycled waste. Issues associated with vermin, litter and the control of the waste stream are matters which are controlled by means of the waste management regulations, enforced by Environment Agency as part of a permit on the scheme. A scheme for the control of litter and vermin would be required by means of planning condition, and the waste categories would be controlled by planning condition in accordance with CRWLP, PPS10 and PPS23.

Heritage

The northern boundary of the application site is aligned with the Macclesfield Canal conservation area. Whilst new building is proposed on the site, the distance from the canal, as well as the backdrop of the highways depot site means that there would be minimal impact on the character of the conservation area. It is considered that the scheme would accord with policy 16 of CRWLP and policy BE3 of the MBLP.

Impact on Highway Network

The Transport Statement submitted to accompany the application estimates an average of 201 existing daily movements to and from the site (based on worst case winter season), the majority of which are associated with highway maintenance vehicles (177 movements). Each

RCV has a daily collection round which would result in two to three deliveries to the facility each day.

118 daily movements (59 in and out) would be generated by the scheme. However a total of 354 daily movements (177 in and 177 out) would be relocated off site as a result of restructuring highway maintenance facilities. As such, there would be an overall net reduction of movements on the site associated with this proposal. The transport statement concludes that there would be no detrimental impact on the local highway network associated with this scheme and the Highways Officer considers the scheme acceptable in traffic terms.

The present access to the site is narrow and a one-way operation is in force. The scheme proposes a wider access, enabling a two-way flow of traffic to take place, along with a separate footway for pedestrians which is considered acceptable by the Highways Officer.

Concerns have been raised regarding the suitability and capacity of the road network used by vehicles transporting waste to the Shotton facility, in particular the capability of London Road canal bridge to accommodate this development. As heavy goods vehicles currently use London Road and traverse the canal bridge, the applicant considers this can sufficiently accommodate the proposal. There is a network of A classified roads connecting to the Shotton facility which the bulk heavy goods vehicles could utilise. Equally there is not anticipated to be any issue associated with parking of RCVs on London Road as the vehicles will continue to be parked at the Commercial Road site.

It is therefore considered that the proposal is acceptable in terms of highway safety and capacity, and access arrangements are considered to be adequate. As such, the scheme complies with Policy 28 of the CRWLP.

Landscape and Visual Amenity

The site is located within the boundary of the Peak Park Fringe Area of Special County Value (ASCV) which seeks to protect it from development which would have an adverse effect on its character and appearance (Policy NE1 of MBLP).

The landscape and visual appraisal identifies the area to be largely rural in character to the south with small pockets of woodland. Industrial buildings feature on the landscape, including on the existing depot, business park and small industrial area on Gaw End Lane which restricts the zone of visibility in the north. The railway and woodland on Gaw End Lane restrict visibility to the west and south. Visual receptors include residential properties on Gaw End Lane, London Road, users of the canal and A523. The appraisal identifies that properties at Lyme Green would have restricted views of the building as it would be set behind the existing salt barn and boundary fence. Properties further south on London Road and Gaw End Lane would have more prominent views as the building will break the skyline, whereas the salt barn sits at similar height to the backdrop of Macclesfield. Likewise from the canal, the building would be a prominent feature on the landscape although mitigation planting would provide some limited screening and softening of the building.

The Landscape Officer considers that, in spite of the ground engineering which would lower the building height by 3.6m, the visual impact of the proposals on visual receptors would be significant.

The detailed landscape proposals submitted indicate tree planting along the southern boundary and south west corner of the site. Whilst this would provide some mitigation, the Landscape Officer considers this to only partially mitigate visual impact in longer term and tree planting provides relatively little mitigation for the residential properties along A523 London Road. Overall, it is considered that the scheme does not provide mitigation for receptors to the east or south east and, as such, further planting is required along the southern boundary and south east to soften the effects of the development on the open countryside.

A landscape strategy is proposed which could be secured by planning condition and developed to incorporate additional planting to help provide longer term amelioration of the scheme in the landscape. However, it is likely that there would still remain some visual impact which would conflict with Policy 14 of CRWLP.

Ecology

The application site is located on the footprint of an existing area of hardstanding. No demolition of buildings are proposed and no features of ecological importance on the site which would be affected by the scheme.

Macclesfield Canal is a Grade C Site of Biological Importance (SBI) designated for its bankside vegetation. The application site does not project into the SBI and the Nature Conservation Officer is satisfied that there would be no adverse effects on the integrity of the SBI or any nature conservation interests. As such, this accords with Policy 17 of CRWLP and Policies NE11 and NE13 of MBLP.

CONCLUSIONS AND REASON(S) FOR THE DECISION

The application is for a waste transfer building on the existing Lyme Green Highways Depot. The site lies in the Green Belt and constitutes inappropriate development. As such, very special circumstances should be demonstrated to justify any harm to the Green Belt by reason of its inappropriateness. The scheme, due to its size and location, is likely to present a degree of impact on the visual amenity and openness of the Green Belt.

The applicant has undertaken an alternative site assessment which demonstrates that there are no other potentially acceptable sites which would offer a centralised location in Macclesfield in order to facilitate the RCV collections provided by the waste management service. Equally the site offers a co-location of complimentary activities which accords with the aims of PPS10.

PPS10 is clear that the locational needs of some types of waste facilities, together with the wider environmental and economic benefits of sustainable waste management are material considerations that should be significant weight in consideration of an application. There is a demonstrated need for a WTB to serve the Macclesfield population, help to improve recycling rates and drive waste up the waste hierarchy. Equally, the scheme will help to meet waste minimisation and recycling targets set in European and national waste policy, and applied through the authorities own waste management strategy. It is considered that the strategic function of the WTB in this location and importance of meeting European and national waste targets, present very special circumstances to justify the development in the Green Belt.

Whilst the scheme is likely to generate some important environmental issues which would require careful mitigation, these can be managed through appropriate planning conditions, to ensure residual impacts are minimal. Some landscape and visual impact will remain, despite the implementation of mitigation measures. However, these will reduce in the long term as mitigation planting becomes established.

A careful balance needs to be achieved between the protection of the Green Belt, environmental considerations and the wider strategic waste priorities and corresponding aims of PPS10 and CRWLP. There is an overriding need in this instance to facilitate the long term objectives of national waste policy and accord with European objectives for waste minimisation which takes precedent over other planning policies. As such, it is considered that the scheme meets the objectives of PPS10 and CRWLP, along with CJWMS and Government Review of Waste 2007. Therefore, the application is recommended for approval.

12. RECOMMENDATION:

Approve subject to the following conditions:

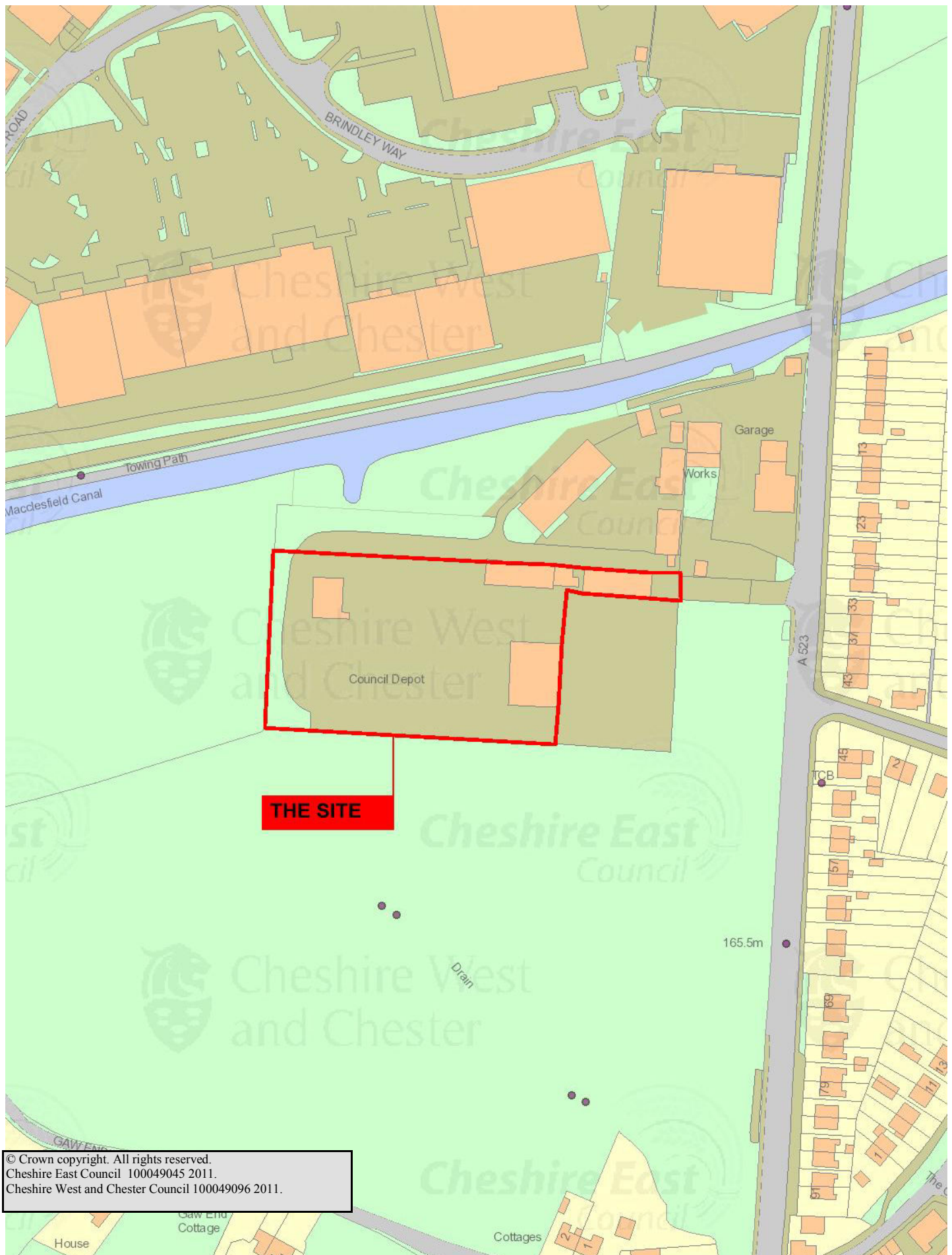
- 1. Hours of working**
- 1. Landscape mitigation**
- 2. Scheme to deal with contamination**
- 3. Control of waste categories**
- 4. Noise**
- 5. Lighting**
- 6. Traffic movements and protection of local highway network**
- 7. Access**
- 8. Dust management plan**
- 9. Scheme for odour control**
- 10. Management plan for control of litter and vermin**
- 11. Surface water drainage, pollution control**

Procedural Matters

[The Town and Country Planning \(Consultation\) \(England\) Direction 2009](#) requires resolutions to grant permission for inappropriate development to be referred to the Secretary of State where it involves the provision of a building or buildings with a floorspace of 1000 square metres or development which, by reason of its scale or nature or location, would have a significant impact on the openness of the Green Belt.

Should planning permission be approved on this scheme, there would be an opportunity for Secretary of State to call the application in for his own determination.

Location Plan



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