

## The redevelopment and expansion of Milton Household Recycling Centre (HRC) and its permanent retention beyond the life of the adjacent Milton Landfill site

At: Milton Household Waste Recycling Centre, Butt Lane, Milton, CB24 6DQ

Applicant: Cambridgeshire County Council - Waste Management

Application Number: CCC/21/259/FUL

To: Planning Committee

Date: 16 November 2022

From: Assistant Director, Planning, Growth and Environment

Electoral division(s): Waterbeach

Purpose: To consider the above planning application

Recommendation: That permission is granted subject to the conditions set out in paragraph 12.1

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## 1. Introduction / Background

- 1.1 This report relates to one of two linked planning applications; one Planning Application reference CCC/21/259/FUL, for the redevelopment and expansion of Milton Household Recycling Centre (HRC) and its permanent retention beyond the life of the adjacent Milton Landfill site; and the other, Planning Application Reference CCC/21/261/VAR, for the consequential amendments to the restoration scheme for the Milton Landfill Site, that would result from the redevelopment and expansion of the HRC. The latter is the subject of a separate report included in this Committee agenda.
- 1.2 The HRC is currently consented under a temporary planning permission, reference S/0109/18/CW, which is also the main extant planning permission for the Milton Landfill Site. Under that permission, both the HRC use and the completion and restoration of landfill are due to finish by 31<sup>st</sup> December 2026.
- 1.3 The new permission, if approved, would allow the redevelopment and expansion of the HRC and its permanent retention at this location which is intended to meet the need to maintain a network of Household Recycling Centres (HRCs) across the County which will meet the anticipated growth in population and the associated growth in waste arisings.
- 1.4 The type of waste to be handled at the HRC would continue to be as currently approved, i.e. household waste, and limited commercial waste from small and medium enterprises (SMEs), generated primarily from northern Cambridge and surrounding area.
- 1.5 The aim of the development proposed in the application is to upgrade and future proof the Milton HRC and in doing so 'decouple' it from the existing wider Milton Landfill planning consent to allow for its permanent retention in this location.

## 2. The Site and Surroundings

- 2.1 Milton HRC is an existing, fully operational household waste recycling facility located approximately 5 km to the north of the city of Cambridge and lying just to the north-west of the junction between the A14 and A10. It is operated by Amey on behalf of Cambridgeshire County Council (CCC) as Waste Disposal Authority and serves northern Cambridge and wider area of the city and its hinterland.
- 2.2 The application site is bounded to the east by the Milton Park and Ride facility, to the north by Butt Lane, and to the south and west by the existing, operational Milton landfill Site. The non-hazardous landfill site is operated by FCC Environment UK Ltd, who lease the land from CCC.
- 2.3 A new South Cambridgeshire Police Station is proposed to the immediate south-west of the Milton Park and Ride, approved under South Cambridgeshire District Council (SCDC) Planning Permission reference 20/04010/FUL on 26<sup>th</sup> March 2021. The application, which was subsequently varied by SCDC Planning Permission reference 21/04597/S73 on 22<sup>nd</sup> April 2022, has yet to be constructed.

### 3. The Proposed Development

- 3.1 The existing HRC site covers approximately 0.53 hectare (ha). Both the HRC and the landfill site are accessed from a dedicated entrance from the A10 via Butt Lane.
- 3.2 The County Council awarded a 28-year Waste Management PFI Contract to Donarbon Waste Management Ltd (now Amey / Thalia) in March 2008. As part of this contract, Amey operates Milton HRC, which accepts recyclable and reusable materials, as well as items for disposal and it is intended to serve residents in the north Cambridge area.
- 3.3 Whilst the HRC is tied to the adjacent landfill through the current extant planning permission, which covers for the two sites and land uses, there is no operational relationship between the HRC and the landfill. No household waste from Cambridgeshire is accepted by FCC at the landfill and all waste managed at the Milton HRC is transferred off-site for recycling and/or recovery at other facilities. At present, the HRC manages around 12,500 tonnes of mainly household waste per annum and is open to the public as follows:
- Monday-Friday (April to September): 0900-2000;
  - Saturday and Sunday (April to September): 0900-1800;
  - Monday-Sunday (October to March): 0900-1600;
  - Closed from 1300 on Christmas Eve and all-day Christmas Day, Boxing Day and New Year's Day.
- 3.4 The proposed redevelopment of the HRC is intended to improve the existing facility to bring it up to modern day operational and health and safety standards, and to 'future proof' it as an asset that can meet the needs of planned population growth in the County. It is intended that the redesigned HRC will provide a facility with sufficient capacity to cope with projected waste arisings linked to projected housing growth in the Cambridge City and South Cambridgeshire area up to the year 2070. The increase in throughput at the HRC will be gradual and in line with the planned population increase and the associated increase in waste arisings. Specifically, the HRC has been designed to accept an increase in waste from the current capacity of 12,500 tonnes per annum to 18,000 tonnes per annum by 2046, potentially rising to 25,000 tonnes per annum by 2070.
- 3.5 Most of the proposed upgraded HRC facility would remain within the footprint of the existing 0.53 ha site. However, it is proposed that an additional area of 0.39ha, immediately to the south of the existing site, which is currently leased to FCC who use it to store items of plant associated with the landfill, would become part of the enhanced and expanded HRC. This slightly larger footprint is intended to facilitate safer, more efficient management and operation of the HRC and allow increased throughput to meet future demand.
- 3.6 Key components of the redevelopment of the HRC are:
- An increased footprint from 0.53ha to 0.92ha;
  - Increased throughput of waste from 12,500 tonnes per annum to 18,000 tonnes per annum (by 2046);
  - For the site to remain an open-air facility with no canopy or enclosure;
  - The development of an improved layout incorporating a split-level design, using a natural land drop off (from northeast to southwest), to allow for the safe deposit of

materials into containers without the need for residents to climb steps (as is currently the case). The improved layout would also facilitate separation of public and operational vehicles; a key consideration for the effective implementation of health and safety good practice;

- That the site access will remain unchanged (i.e. via a private road, located off Butt Lane), although with increased on-site parking and improvements and widening to the access road to provide for a dedicated lane for operational vehicles in order to reduce queuing and congestion on the highway;
- Provision of a separate dedicated access for pedestrians and cyclists, which allows segregation from public and operational vehicle movements;
- Increased on-site separation of material streams for recycling;
- Improved on-site signage;
- Provision of a 10.24m x 3.4m x 2.5m high Re-Use Shop;
- Provision of a 10.5m x 4.1m x 2.5m high site site/welfare unit; and
- Allowance for small and medium enterprise (SME) waste acceptance (for which there will be a charge).

3.7 In terms of operation, users will continue to access the site using an 'in-only' access point off the existing private road to the east of the site, from Butt Lane, from where they will enter a one-way system through the HRC. The intention is that users of the HRC would be able to park on the left-hand side of the site to gain access to up to 22 separate containers for the deposition of:

- TVs and large electrical items;
- Small electrical items;
- Scrap metal;
- Green waste;
- Wood;
- Bulky waste;
- Cardboard;
- Hard plastic; and
- Black bag (general) waste.

3.8 Alternatively, users will be able to park on the right-hand side of the site to gain access to up to 7 separate containers/banks for the deposition of:

- Plasterboard;
- Plastic bottles;
- Paper;
- Gas bottles; and
- Fridges and freezers.

3.9 For those users wishing to access the re-use shop, they would continue to follow the one-way system through the facility and be directed to a separate parking area within the north-western part of the site, immediately adjacent to the reuse shop. Further containers/banks will be provided on the return out of the site (via the one-way system), where residents can park on the right-hand side of the internal access road to deposit:

- Soil;

- Rubble;
- Oil;
- Paint;
- Textiles;
- Books/ DVDs; and
- Glass.

- 3.10 Users would then turn left out of the HRC via a dedicated 'out only' egress point onto the existing access road, then travel north-eastwards to the junction with Butt Lane.
- 3.11 Operational vehicles (i.e. those removing full containers/ banks) would access and leave the HRC via two separate HGV only access points; one situated in between the users' access and egress points and one located after the users' access point. The former will allow for the operational servicing of the central part of the site and the latter will allow for the servicing of the southern part of the site.
- 3.12 There is no change proposed to the way in which waste material is managed on site. There will continue to be no compaction or baling activities undertaken. Materials will also continue to be taken off-site for onward processing at the nearby Waterbeach Waste Management Park, except for some recyclable materials such as metal, paper and glass, which will carry on being transported directly to specialist partner re-processors.
- 3.13 The site is currently drained via a conventional gully and below ground pipe network to an existing surface water sewer on the access road located on the east of the site. The road itself is drained via a gully and pipe network that discharges into a 450mm diameter land drain on Butt Lane.
- 3.14 An outline drainage strategy for the proposed redevelopment of Milton HRC has been submitted with the application, discharge to the existing surface water network which discharges to the watercourse to the site's northern boundary on Butt Lane, but with attenuation storage sized to accommodate all storm events up to a 1 in 100-year flood event with an allowance of 40% for climate change. Due to the reduction in levels of 1.8m on the site, to achieve the split-level site design, attenuated surface water flows will be pumped to the upper level, prior to being discharged into the existing surface water drainage system.
- 3.15 Foul water from the Milton HRC is discharged via an existing foul pipe network into a cess pit system located at the north-west corner of the site. It is proposed that the redeveloped site would continue with this arrangement, but with a new cess pit to service the on-site welfare facilities.
- 3.16 Due to the proposed continued adherence to the existing opening hours, lighting of the site will only occasionally be required.
- 3.17 Notwithstanding this, the site's security and utility lighting design will be based on the continued appropriate use of lighting to provide safe working conditions in all areas, whilst also being intended to minimise light pollution and the visual impact on the local environment.
- 3.18 The lighting of external hardstanding/storage areas, walkways and roads will be provided

by a combination of building mounted floodlights and 5m column mounted floodlights. All lighting will be low lux and set on timers and sensors. It is intended that the effects of lighting will be minimised as far as possible and that it will be directed at specific on-site activities in order to avoid unnecessary glare, i.e., it would be downward orientated, and inward facing. Lights will be switched on or off by movement sensors when the site is not open. Additionally, security cameras will be mounted on the lighting columns and/or the office/weighbridge/ reuse shop buildings.

- 3.19 The opening hours of the redeveloped Milton HRC would remain unchanged from the existing opening hours set out in paragraph 3.3 above.
- 3.20 Milton HRC currently employs 7 full time equivalent (FTE) members of staff. It is anticipated that following redevelopment, the site would employ approximately 9 FTEs.
- 3.21 The construction works associated with the redevelopment of the Milton HRC will include the following:
- Clearance of the existing site including the removal of all skips, portable buildings and storage containers;
  - Earthworks associated with the proposed design e.g., lowering ground level in part of the site by 1.8 metres to facilitate construction of the split-level design;
  - The installation of new drainage connections into the existing site system;
  - The erection of site lighting and CCTV apparatus; and
  - The installation of new site office and reuse shop.
- 3.22 Construction works will take place Monday to Friday, 7am to 7pm and Saturday 8am to 1pm, with no working on Sundays and Bank Holidays.
- 3.23 Construction vehicles will access the site from the existing site access road off Butt Lane.
- 3.24 During the construction phase, which is expected to take approximately 6 months, users will be diverted to other HRCs across Cambridgeshire, notably the facilities at Bluntisham, Thriplow, and Witchford. Owing to a lack of space at Milton, and the need to maintain high health and safety standards, it would not be feasible to provide a temporary HRC facility at the site during construction.
- 3.25 Whilst in operational terms there is no relationship between the Milton HRC and the adjacent landfill site, the HRC and landfill are currently consented under the same planning permission, reference S/0109/18/CW, which was approved in March 2020. Condition 3 of that permission states that:

*“The site shall be reinstated to a condition suitable for the resumption of agricultural use within 12 months of the cessation of landfill operations or by 31 December 2026 whichever is the sooner.”*

Condition 25

*“The site shall be restored in accordance with submitted plan 90/11045/13 dated 6*

December 1990”.

#### Condition 27

*“The detailed restoration of the site shall be carried out in accordance with the Restoration Plan 90/11045/13 referred to in Condition 25.*

*All trees, shrubs and hedge plants supplied shall comply with the requirements of British Standard 3936, Specification for Nursery Stock. All pre-planting site preparation, planting and post-planting maintenance works shall be carried out in accordance with the requirements of British Standard 4428 (1989) Code of Practice for General Landscape Operations (excluding hard surfaces). All new trees shall be positioned in accordance with the requirements of Table 3 of British Standard BS 5837: 2005, Trees in relation to construction – Recommendations.”*

- 3.27 The extant permission requires the closure of the HRC and the restoration of the whole of the combined site in accordance with an approved restoration plan by the end of 2026.
- 3.28 Whilst this planning application seeks permission for the redevelopment and permanent retention of the Milton HRC at its current location, it is acknowledged that consequential amendments are required to the approved restoration plan for S/0109/18/CW (the landfill permission) to ‘remove’ the land covered by the HRC from the site-wide restoration of the landfill. The amendment of the landfill restoration scheme is addressed in the report on planning application reference CCC/21/261/VAR, which is also included with this agenda, as the next item.

## 4. Planning History

- 4.1 The Milton Landfill and Milton HRC have an extensive planning history dating back to the 1990s with an original consent, Planning Permission reference S/0289/91 for ‘controlled landfilling, including a site extension to include the HRC to replace the pre-existing facility’, which was approved on 14<sup>th</sup> October 1991.
- 4.2 There were subsequently a number of additional permissions approved relating the landfill and the HRC, largely comprising a series of section 73 (variation) applications, to amend the conditions attached to the permission for the landfill and the HRC. Of these, Planning Permission references S/01570/00/CW and S/00511/08/CW extended the life of the landfill and HRC, as did the most recent and, current planning permission, S/0109/18/CW which was approved on 19 March 2020 for the extension of the operational life of the site until 31 December 2026.

## 5. Publicity

- 5.1 The application has been advertised in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) and the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) by notices in the Cambridge News on 23<sup>rd</sup> March 2022 and erection of site notices adjacent

to the site entrance on Butt Lane and at appropriate adjacent locations in on the A10.

5.2 Discretionary notification letters have also been sent to properties near the application site.

## 6. Consultation responses

- 6.1 A summary of the most recent comments is provided below. Where previous comments are still relevant, they are included:
- 6.2 Cambridgeshire County Council - Highway Authority: The Highway Authority advises that the highways and access details are in principle acceptable, subject to the detailed design requirements being approved through an Agreement under s.278 of the Highways Act 1990. A s.278 Agreement is separately required for any works within the existing adopted public highway.
- 6.3 Cambridgeshire County Council - Transport Assessment Team: Have not commented on the application.
- 6.4 Cambridgeshire County Council - Greater Cambridge Partnership Transport: The Greater Cambridge Partnership (GCP) has advised that it is currently considering options for Public Transport and Active Travel routes between the existing St Ives to Cambridge guided busway and the new town at Waterbeach. One of the currently favoured options utilises Butt Lane, creating a bus link and improving walking and cycling provision. Whilst this option will require a more considered design of the HRWC and Landfill site entrance, GCP has advised that there is no need at this stage to impose any specific requirements related to the design of the access.
- 6.5 Cambridgeshire County Council - Local Lead Flood Authority (LLFA): The LLFA has advised that it has no objection in principle to the proposed development. It confirms that the Drainage Strategy submitted with the application demonstrates that surface water can be satisfactorily managed through the use of permeable paving, SDS Aqua Swirl and Aqua Filters, and geo-cellular storage crates, so as to restrict surface water discharge to 5 l/s and to ensure water quality, prior to discharging into a watercourse. It recommends the inclusion of conditions relating to the submission for approval of further details of the surface water drainage scheme and its subsequent implementation, and details of how any additional surface water run-off from the site will be avoided during the construction.
- 6.6 Cambridgeshire County Council - Ecology: Advise that they support approval of the application, subject to the production and implementation of reasonable avoidance measures for protected species, through the submission of a Biodiversity Method Statement, that can be secured by condition.
- 6.7 Cambridgeshire Fire and Rescue Service: Have not commented on the application.
- 6.8 South Cambridgeshire District Council - Planning: Have not commented on the application.
- 6.9 South Cambridgeshire District Council - Climate, Environment & Waste - Air Quality: Have confirmed that they have no objection to the application.



- 6.10 South Cambridgeshire District Council - Climate, Environment & Waste - Contaminated Land: Have advised that the Phase I Contaminated Land Desk Study submitted with the application identifies that there are a number of potential risks associated with the migration of gas and leachate from the adjacent landfill, as well as potential contamination within the made ground present on site. Recommendations include the assessment of soils and on-site migration risks from the adjacent landfill, and a methodology for encountering unexpected contamination. Further details of these matters are required, but their submission and the details of any remediation required can be secured by condition.
- 6.11 South Cambridgeshire District Council - Climate, Environment & Waste - Environment Planning: Have advised that they are in agreement with the methodology, findings and conclusion of the Noise and Vibration Assessment submitted with the application and that they otherwise have no objection in principle to the application, subject to the imposition of a condition requiring the submission of a lighting scheme. The scheme should include details of any external lighting of the site including street lighting, floodlighting, and security lighting and its subsequent implementation, so as to ensure that it does not cause any nuisance to, or be detrimental to, the amenity of nearby residential properties.
- 6.12 Cambridge City Council - Planning: Have not commented on the application.
- 6.13 Anglian Water: Has not commented on the application.
- 6.14 Environment Agency: Advise that the risk assessment submitted with the application demonstrates that it will be possible to manage the risks posed to controlled waters by the development. Further detailed information will however be required before built development is undertaken, and it therefore advises the inclusion of conditions in the event of the grant of planning permission that require the submission for approval of a remediation strategy to deal with the risks associated with contamination of the site and its subsequent implementation. It also advises the inclusion of a condition requiring the cessation of work in the event that previously unidentified contamination is found to be present on the site, until a remediation strategy detailing how this contamination will be dealt with, has been submitted to, and approved in writing by, the Waste Planning Authority and thereafter implemented. It also advises the inclusion of a condition preventing the use of infiltration surface water drainage systems and also a condition preventing the use of piling or any other foundation designs using penetrative methods.
- 6.15 Natural England: Advises that it has no objection, subject to its generic advice on natural environment issues, including that relating to landscape, best and most versatile agricultural land and soils, protected species, local sites and priority habitats and species, ancient woodland and ancient veteran trees, environmental gains, access and recreation, rights of way, access land and access and national trails, and the biodiversity duty.
- 6.16 National Highways: Advises that it has no objection to the application, as the proposed scale of the expansion of the existing HRC is considered unlikely to have a material impact on the Strategic Road Network (SRN), which includes the A14 to the south of the site.
- 6.17 Milton Parish Council: Objects to any increase in size of the landfill site and to any use of Green Belt land but are also concerned to ensure that the landfill is completed and closed by the time of the existing end date of the existing planning permission.

6.18 Impington Parish Council: Has not commented on the application.

## 7. Representations

7.1 No third-party representations have been received in response to Planning Application Ref. CCC/259/FUL.

## 8. Planning Policy

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The relevant development plan policies are set out in paragraphs 8.34 to 8.37 below.

National Planning Policy Framework (NPPF) (July 2021)

8.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and how these are expected to be applied. At its heart is a presumption in favour of sustainable development (paragraph 11). It states that for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most relevant for determining the application are out of date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of this Framework taken as a whole.

Other relevant paragraphs include the following:

8.3 Paragraph 2 - Planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

8.4 Paragraph 7 - The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

8.5 Paragraph 8 - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

8.6 Paragraph 38 - local planning authorities should approach decisions on proposed development in a positive and creative way.

8.7 Paragraph 43 - The right information is crucial to good decision-making, particularly where formal assessments are required (such as Environmental Impact Assessment, Habitats Regulations assessment and flood risk assessment).

8.8 Paragraph 47 - Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.

8.9 Paragraph 56 - Planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. Agreeing conditions early is beneficial to all parties involved in the process and can speed up decision-making. Conditions that are required to be discharged before development commences should be avoided, unless there is a clear justification.

8.10 Paragraph 84 - Planning policies and decisions should enable:

- a) The sustainable growth and expansion of all types of business in rural areas both through conversion of existing buildings and well-designed new buildings;
- b) The development and diversification of agricultural land and other land-based rural businesses;
- c) Sustainable rural tourism and leisure developments which respect the character of the countryside; and
- d) The retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

8.11 Paragraph 85 - Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these

circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.

- 8.12 Paragraph 110 - In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:
- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
  - b) safe and suitable access to the site can be achieved for all users;
  - c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46; and
  - d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 8.13 Paragraph 111 - Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 8.14 Paragraph 113 - All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.
- 8.15 Paragraph 130 - Planning policies and decisions should ensure that developments: a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 8.16 Paragraph 137 - The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.
- 8.17 Paragraph 138 - Green Belt serves five purposes:

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

8.18 Paragraph 147 - Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

8.19 Paragraph 148 - When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

8.20 Paragraph 149 - A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

...

- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
  - not have a greater impact on the openness of the Green Belt than the existing development; or
  - not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

8.21 Paragraph 150 - Certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. These are:

- b) engineering operations;

...

- e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds);

8.22 Paragraph 152 - The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

- 8.23 Paragraph 159 - Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.
- 8.24 Paragraph 167 - When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood risk assessment. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:
- a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
  - b) the development is appropriately flood resistant and resilient such that, in the event of a flood, it could quickly be brought back into use without significant refurbishment
  - c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be appropriate
  - d) any residual risk can be safely managed; and
  - e) safe access and escape routes are included where appropriate as part of an agreed emergency plan.
- 8.25 Paragraph 169 - Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:
- a) take account of advice from the lead local flood authority
  - b) have appropriate proposed minimum operational standards
  - c) have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and
  - d) where possible, provide multifunctional benefits
- 8.26 Paragraph 174 - planning decisions should contribute to and enhance the natural and local environment by:
- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
  - b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
  - c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
  - d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
  - e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
  - f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

- 8.27 Paragraph 185 - Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should: a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.
- 8.28 Paragraph 186 - Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.
- 8.29 Paragraph 187 - Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.
- 8.30 Paragraph 188 – The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.

#### The National Planning Policy for Waste (NPPW) (October 2014)

- 8.31 The National Planning Policy for Waste (NPPW) sets out the national planning policies for waste development and is to be read in conjunction with the NPPF, including the Government's continuing ambition to work towards a more sustainable and efficient approach to resource use and management, by driving waste up the hierarchy and minimising waste. This includes helping to secure the re-use, recovery or disposal of waste without endangering human health and without harming the environment and recognising the need for a mix of types and scale of facilities, and that adequate provision must be made for waste disposal.

8.32 Paragraph 7 of the NPPW sets out specific considerations to be taken into account in determining waste planning applications, which include:

- Only expecting applicants to demonstrate the quantitative or market need for new or enhanced waste management facilities where proposals are not consistent with an up to date Local Plan;
- Considering the likely impact on the local environment and on amenity against the locational criteria set out in Appendix B; and
- Ensuring that waste management facilities in themselves are well-designed, so that they contribute positively to the character and quality of the area in which they are located.

Our Waste, Our Resources: A Strategy for England (December 2018) & the Waste Management Plan for England (January 2021)

8.33 Our Waste, Our Resources: A Strategy for England sets out the Government's strategy in England for preserving resources by minimising waste, promoting resource efficiency and moving towards a circular economy, in line with the UK Government's 25 Year Environment Plan, whilst the Waste Management Plan for England provides an overview of waste management in order to fulfil the requirements of the Waste (England and Wales) Regulations 2011.

Cambridgeshire and Peterborough Minerals and Waste Local Plan (MWLP) (July 2021)

8.34 On 28 July 2021 Cambridgeshire County Council and Peterborough City Council adopted a Minerals and Waste Local Plan which sets the framework for all mineral and waste developments until 2036. The following policies are considered relevant in relation to this proposal:

- Policy 1: Sustainable Development and Climate Change
- Policy 3: Waste Management Needs
- Policy 4: Providing for Waste Management Needs
- Policy 10: Waste Management Areas (WMAs)
- Policy 17: Design
- Policy 18: Amenity Considerations
- Policy 19: Restoration and Aftercare
- Policy 20: Biodiversity and Geodiversity
- Policy 22: Flood and Water Management
- Policy 23: Traffic, Highways and Rights of Way

The application sites are shown on the MWLP Adopted Amendments to the Policies Map July 2021 as a WMA (Policy 10).

South Cambridgeshire Local Plan (SCLP) (September 2018)

8.35 The South Cambridgeshire Local Plan was adopted on 27<sup>th</sup> September 2018 South Cambridgeshire Local Plan (SCLP) (September 2018). It sets out the vision and policies to guide future development in which new infrastructure plays an important role in delivering sustainable development. The objectives of the plan include ensuring that all new



development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone. The following local plan policies are of relevance in the determination of this planning application.

- S/2: Objectives of the Local Plan
- S/3: Presumption in Favour of Sustainable Development
- S/4: Cambridge Green Belt
- S/6: The Development Strategy to 2031
- CC/1: Mitigation and Adaptation to Climate Change
- CC/6: Construction Methods
- CC/7: Water Quality
- CC/8: Sustainable Drainage Systems
- CC/9: Managing Flood Risk
- HQ/1: Design Principles
- NH/2: Protecting and Enhancing Landscape Character
- NH/4: Biodiversity
- NH/5: Sites of Biodiversity or Geological Importance
- NH/6: Green Infrastructure
- NH/8: Mitigating the Impact of Development in and adjoining the Green Belt
- NH/9: Redevelopment of Previously Developed Sites and Infilling in the Green Belt
- SC/9: Lighting Proposals
- SC/10: Noise Pollution
- SC/11: Contaminated Land
- SC/12: Air Quality

#### Other Planning Documents

8.36 As identified on South Cambridgeshire District Council's website, the following documents are material considerations when making planning decisions with the weight in decision making to be determined on a case-by-case basis having regard to consistency with national planning guidance and the adopted South Cambridgeshire Local Plan.

- Cambridgeshire Flood and Water Supplementary Planning Document (SPD) (November 2016)
- Greater Cambridge Sustainable Design and Construction SPD (January 2020)
- Greater Cambridge Biodiversity SPD (February 2022)
- SCDC Trees and Development Sites SPD (January 2009)
- The Cambridgeshire and Peterborough Local Transport Plan (February 2020)

#### Emerging Greater Cambridge Local Plan

8.37 Cambridge City Council and South Cambridgeshire District Council are currently in the process of bring forward a new joint Local Plan for the two areas, the Greater Cambridge Local Plan, which will be the plan for the period up to 2041. The Councils have agreed an updated timetable for the Local Plan in a revised Local Development Scheme, adopted in August 2022. A First Proposals consultation took place from November and December 2021, and it is anticipated that the Proposed Submission Greater Cambridge Local Plan will be published for consultation in Autumn 2024.

## 9. Planning Considerations

### The Main Issues

- 9.1 The main issues to be considered in the determination of this application concern the principle of the development, whether it is acceptable in terms of Green Belt policy and flood risk and drainage, as well as climate change considerations. Other relevant issues include the impacts on landscape, trees and restoration, ecology, highways and amenity impacts, including noise, air quality and lighting.

### Principle of the Development

- 9.2 In relation to the principle of the development, as set out in Section 3 above, the purpose of the redevelopment and expansion of Milton Household Recycling Centre (HRC) and its permanent retention, is to facilitate the continued recycling and recovery of mainly household waste, but also some commercial and industrial waste generated from northern Cambridge and surrounding area. It is also intended to upgrade and future proof the Milton HRC and continue to allow the County to meet the planned growth in population and the associated growth in waste.
- 9.3 MWLP Policy 1: Sustainable Development and Climate Change, requires that waste management proposals are assessed against the overarching principle of whether they would play an active role in guiding development towards sustainable solutions. The policy requires that the location, design, site operation and transportation related to the development help reduce greenhouse gas emissions and take into account any significant impacts on human health and wellbeing including air quality.
- 9.4 This means that for waste management proposals, that the principle of the waste hierarchy has to be considered and addressed; and to broadly quantify the reduction in carbon dioxide and other relevant greenhouse gases e.g. methane, that would be achieved as result of the proposal, and how this will be monitored and addressed in future.
- 9.5 The HRC application submission states that climate change considerations are implicit within the proposal insofar as it will provide part of the necessary network of infrastructure for existing and future local residents to allow them to drive the management of their waste up the waste hierarchy and to ensure that more resources are reused and/or made available for recycling.
- 9.6 The applicant states that climate change considerations are reflected in the chosen location of the proposed development. To minimise the distance travelled by residents using the HRC infrastructure (and minimise the associated car movements), the aim is to ensure that HRC provision for most residents lies within a 20-minute drive time (see below). The retention of a permanent HRC at the Milton site fulfils this requirement thereby minimising the distances that local residents will need to travel to access waste management infrastructure.
- 9.7 The application also highlights the features of the proposed design that are intended to fulfil climate change objectives, most notably, through exploring the possibility of renewable energy provision on-site, though the installation of solar PV panels on the roof of the proposed site office and re-use shop (although this does not actually form part of the current application). On-site lighting would also be energy efficient, low lux and set on timers/sensors to avoid unnecessary use.

- 9.8 In relation to the impacts on human health, wellbeing and air quality, the application is supported by a number of assessments, including a Healthy Urban Development Unit (HUDU) rapid health impact assessment matrix, Air Quality Assessment, Noise & Vibration Assessment, Lighting Assessment and a Phase 1 Contaminated Land Desk Study, which consider whether the proposed Milton HRC upgrade scheme would result in any significant adverse effects. These confirm that the proposed development would not give rise to any significant adverse effects and none of the statutory consultees have raised any significant concerns in relation to the potential impacts on human health, wellbeing and air quality. These impacts are considered in further detail in the section below on amenity impacts.
- 9.9 There is therefore no reason to disagree that the development would provide a sustainable solution to the management of waste in and around Cambridge including reducing greenhouse gas emissions and the impacts on human health, wellbeing and air quality.
- 9.10 MWLP Policy 3 deals with waste management needs and sets out indicative levels of waste management capacity needs over the lifetime of the MWLP, including that for materials recycling capacity for mixed municipal and commercial and industrial waste streams. The MWLP identifies a capacity gap of 0.12 million tonnes for materials recycling for mixed municipal, and commercial and industrial waste streams by 2036. As such, it identifies that there is a requirement for additional capacity for materials recycling capacity for mixed municipal and commercial and industrial waste streams, although it does not make any site-specific allocations for new waste management facilities. Paragraph 3.41 of the supporting text makes clear that the Plan's indicative capacity needs are not intended to form a ceiling. Instead, it states, where justified, and in line with the wider aims and policies of the plan, that the Council will be supportive of opportunities for additional capacity to be approved for a range of waste management methods where this will drive waste up the waste management hierarchy.
- 9.11 The policy concludes by stating that:
- “The net capacity figures in the table above are not ceilings for recycling, treatment or recovery of waste. As such, proposals will, in principle (and provided they are in accordance with Policy 4: Providing for Waste Management), be supported if any of the following scenarios apply:
- a) it would assist in closing a gap identified in the table, provided such a gap has not already been demonstrably closed; or
  - b) it would assist in closing a new gap identified in the future, with such identification to be set out in the annual monitoring of the Plan; or
  - c) it moves waste capacity already identified in the above table up the waste hierarchy.”
- 9.12 The application presents an assessment of need in relation to these scenarios and in particular what that need is in relation to two key considerations; the need for the proposed increased HRC capacity; and the need for the HRC capacity to be supplied from the existing Milton HRC site.
- 9.13 In relation to meeting the needs of projected household growth, the application refers to the provision of a sustainable network of HRCs that are well related to household demands and national guidance published by the Waste and Resource Action Programme (WRAP)

identifies that there should be a maximum drive time of 20 minutes to the nearest facility. The application includes an assessment that identifies that Cambridgeshire's established network of HRCs is well related to the resident population with all households in the Cambridge area that is served by a facility within a 20 minute drive time.

- 9.14 However, the application submission also identifies that the closure of the Milton HRC, without provision of a replacement, would leave 34,000 households without a facility within this 20 minute drive-time and, using the current housing growth projections, this would rise to over 45,000 households without a HRC facility within a 20 minute drive.
- 9.15 Furthermore, if it is assumed that potential users of the site will always travel to the nearest facility, and that if all other factors (ease of use, range of facilities, visitor perceptions) are equal, the use of Milton HRC, which currently serves nearly 75,000 households, is projected to rise steadily to the site being used by nearly 100,000 households over the next twenty years, confirming that there is a clear continued need for a HRC in the Milton area.
- 9.16 It could be argued that the principle of waste uses at the site has already been established through the extant planning permission for the Milton Landfill Site, including the HRC, Planning Permission reference S/0109/18/CW. This is however only a time limited permission, and the use of Greenbelt land was not intended to be permanent, with the site being restored at the end of operational life of the landfill. The HRC nevertheless represents existing waste management capacity which, if not replaced, would result in a loss of existing capacity. There is, therefore, not only a need to replace the lost capacity but also to provide additional capacity to meet the requirements for future growth in waste arising in Cambridge and the surrounding area.
- 9.17 Notwithstanding this conclusion, the application includes a Household Waste Recycling Centre Site Search report which considers the availability and suitability of other sites within the north Cambridgeshire area including sites allocated as part of the Cambridge Northern Fringe East. Key criteria for the assessment of available alternative sites were identified as follows:
- A location that should be within 20 minutes travel time of the northern wards of Cambridge, for example along the A14 corridor or north along the A10 as the facilities need to be close to where the waste is generated to maximise usage in order to combat fly tipping;
  - Minimising the duplication of catchment areas in the County's other eight existing recycling centres wherever possible;
  - That the site should have good access to road network for site users and the Heavy Commercial Vehicles that service the site;
  - That a freehold site is preferred but that a leasehold of 20-30 years + would be considered;
  - That in terms of size, the site should be a minimum of 0.85 hectares;
  - That rectangular level site is preferred which abuts adopted highway; and
  - That the site with a permitted B2/B8 use class would be preferable but that the search should not be limited to only these sites.
- 9.18 Based on the above criteria, ten potentially suitable alternative sites were identified, (including Milton). These sites were assessed by applying a score and weighting base on an agreed prioritisation of these factors. These factors, in order of prioritisation were as follows:

- Catchment – to avoid the duplication with the other eight recycling centres;
- Environmental – minerals;
- Access – close to junctions with main roads and public transport;
- Environmental – flooding/proximity to flood zones;
- Location – existing and neighbouring uses;
- Shape and Layout – to maximise the use of the site;
- Size – meeting the minimum area required;
- Use class;
- Tenure – freehold, or if leasehold, the length of term; and
- Proximity to other waste facilities.

- 9.19 The detailed site appraisal work concluded that the Milton HRC represents the best and most available location to provide a long-term, permanent facility to serve existing and new residents of Cambridge City and South Cambridgeshire. Most notably because:
- The site's location off the A10 and A14 trunk roads maximises the HRCs potential catchment (i.e., resident numbers within 20-minute travel time); and
  - The site's location on major routes into/out of Cambridge and close to major supermarket will allow visits to be combined with other journeys.
- 9.20 The two other sites identified as being potentially suitable were Northstowe (Phase 1) and the former Cowley Road Park and Ride. Northstowe was deemed a less favourable site than Milton as it would not be able to offer the required capacity and areas of the Milton HRC catchment would exceed the recommended 20 minutes travel time. The Cowley Road Park and Ride site was earmarked for other development (an Innovation Park and Anglian wastewater treatment works) and therefore was potentially unavailable as an alternative to Milton.
- 9.21 The overall conclusion was that Milton HRC represents the most suitable location to provide a long-term, permanent facility to serve existing and new residents of Cambridge City and South Cambridgeshire. Milton was therefore identified as the best option for ensuring sustainable waste management practice across the county. The Milton site falls within all three of the scenarios identified in MWLP Policy 4, i.e. that it: would assist in closing a capacity gap identified in the table; would assist in closing a new gap identified in the future; and, would ensure that waste continues to be managed in accordance with the waste hierarchy, even if it does not actually result in its management further up the waste hierarchy than currently.
- 9.22 MWLP Policy 4 states that “the Council’s aim to actively encourage and will in principle support the sustainable management of waste, which includes encouraging waste to move as far up the waste hierarchy as possible, whilst also ensuring net self-sufficiency over the Plan area. In order to ensure this aim can be met, waste management proposals must demonstrably contribute towards sustainable waste management by moving waste up the waste hierarchy”.
- 9.23 Whilst the proposed development provides no significant improvement in relation to this aspect of MWLP Policy 4, the retention and development of the Milton HRC is nevertheless still important in ensuring that the existing recycling capacity for household and commercial and industrial waste streams is not only maintained but upgraded and future proofed. The retention and upgrade will continue to allow the County to meet the demands of population

growth and the any associated growth in waste, thereby contributing towards sustainable waste management.

- 9.24 The other element of MWLP Policy 4 is concerned with the location waste management facilities and sets out a locational strategy that seeks, as far as possible, to ensure that new and extended waste management infrastructure is located within the settlement boundaries of the main centres of population with the county, including Cambridge. However, it also provides the development of new and extended waste management infrastructure, where this is not possible or there are sound reasons for locating outside settlement boundaries. MWLP Policy 4 further states that:

“Where such sites are demonstrated not to be available or suitable, using a proportionate amount of evidence, then support will be given, in principle, to locating facilities on other suitable sites within the urban areas identified above; or on the edge of them where it is demonstrated that the development is compatible with surrounding uses (including the physical size and throughput of the proposed development); and where there is a relationship with the settlement by virtue of landscape, design of the facility, and highway access.”

- 9.25 As set out above, the identification the existing Milton HRC site as the optimum location for a permanent HRC has been subject of a Household Waste Recycling Centre Site Search report, which has concluded that the site represents the best available location to provide a long-term, permanent facility to serve existing and new residents of Cambridge City and South Cambridgeshire. The supporting assessments submitted with the application and responses from statutory consultees also confirm that the permanent development of the site is compatible with surrounding uses and acceptable in terms of the impacts on landscape, the design of the facility, and highway access (as set out in sections below on these matters).
- 9.26 Overall, in terms of the principle of the development can therefore be considered to be acceptable and in accordance with the key policies in the MWLP.

#### Green Belt

- 9.27 The site's location to the north of Cambridge, in the Cambridge Green Belt raises the substantive issue of whether the proposal is either acceptable in terms of Green Belt policy, or can otherwise be justified as inappropriate development, but because very special circumstances justify approval.
- 9.28 Relevant development plan policy includes the SCLP Policy S/2: Objectives of the Local Plan and Policy S/4: Cambridge Green Belt, NH/8: Mitigating the Impact of Development in and adjoining the Green Belt and NH/9: Redevelopment of Previously Developed Sites and Infilling in the Green Belt, and also the NPPF, paragraphs 147, 148 and 150.
- 9.29 SCLP Policy S/2 makes clear that the vision for the Local Plan will be secured through the achievement of 6 key objectives, one of which, set out in sub-paragraph (b), refers to protecting the character of South Cambridgeshire, including its built and natural heritage, and protecting the Cambridge Green Belt. Policy S/4, in support of Policy S/2, states that new development in the Green Belt will only be approved in accordance with Green Belt policy in the NPPF.

- 9.30 Details of the relevant paragraphs on the Green Belt in the NPPF are set out in Section 8 above. Paragraph 150 makes it clear that certain forms of development (which are not buildings) do not constitute inappropriate development in the Green Belt, so long as they preserve its openness and do not conflict with the purposes of including land within it, these include engineering operations and material changes in the use of land.
- 9.31 NPPF Paragraph 138 identifies the purposes of the Green Belt as being; to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 9.32 In terms of the type of development, the baseline in this case has to be taken as being the approved restored landfill site which is how the site would be left following the removal of the existing temporary HRC, were it not to be retained. From this baseline, the permanent retention of the HRC including its redevelopment and expansion represents both a change of use from the consented restored landfill site, and an engineering operation insofar as the HRC infrastructure on site would be re-developed and extended. Both of these operations fall within the types of development listed in paragraph 150 of the NPPF, as not being inappropriate development in the Green Belt, subject to preserving its openness and not conflicting with the purposes of including land within the Green Belt. In this instance, there cannot be considered to be any conflict with the purposes as the Green Belt insofar as, the retained, enlarged and redeveloped HRC is located within an area that is completely screened from the surrounding area on all four sides by the raised contours of the Milton Landfill to the immediate north-west and south-west, and by a thick belt of trees/woodland that adjoins the immediate north-east side and south-east. The HRC site is not visible from any publicly accessed location, other than a glimpsed view of the signs at the entrance to site, from the junction of the access road where it meets Butt Lane. As such, there cannot be considered to be conflict with the purposes of the Green Belt as defined in paragraph 138 of the NPPF, and the development of the site cannot accordingly be considered to be inappropriate development in accordance with paragraph 150.
- 9.33 The redevelopment of the site will include two buildings, a 10.5m x 4.1m x 2.5m high site/welfare unit, and a 10.24m x 3.40m x 2.5m high Re-Use Shop. The NPPF paragraph 149 does not include explicit reference to waste management buildings in the types of building that are excluded from the definition of inappropriate development, but it does state (in sub-paragraph (g)) that limited infilling, which would not have a greater impact on the openness of the Green Belt than the existing development, can be considered not to be inappropriate development in the Green Belt. In this instance, the location of the proposed redesigned HRC including the two proposed buildings, would, as set out above, be completely screened from the surrounding area on all four sides. Accordingly, the development of the two buildings on the site can be considered not to be inappropriate development in the Green Belt in accordance with NPPF paragraph 149. It should be noted that whilst paragraph 149 also refers to the development on previously developed land, the NPPF is explicit in stating that land that has been developed for waste disposal by landfill, where provision for restoration has already been secured through the grant of planning permission, does not fall within the definition of previously developed land.
- 9.34 For the reasons set out above the retention, redevelopment and expansion of Milton HRC, can also be considered to be compliant with SCLP Policies S/2, S/4, NH/8 and NH/9. The

amendments to the amended landscaping proposals do not arise any additional issues in terms of Green Belt Policy.

#### Flood Risk and Drainage

- 9.35 The key issue in relation to flood risk and drainage is whether the redevelopment and expansion of Milton Household Recycling Centre (HRC) and its permanent retention gives rise to any surface water management and flood risk issues. Relevant policies include the MWLP Policy 22: Flood and Water Management, the SCLP Policies CC/7: Water Quality; CC/8: Sustainable Drainage Systems; and CC/9: Managing Flood Risk. The NPPF Chapter 14: Meeting the challenge of climate change, flooding and coastal change (paragraphs 152 to 169), the NPPW, paragraph 7 and Appendix B, and the Cambridgeshire Flood and Water SPD are also material considerations. The policy objectives are to ensure that new waste management development does not significantly adversely impact on: the quantity and quality of surface or groundwater resources; the quantity and quality of water abstraction currently enjoyed by abstractors unless acceptable alternative provision is made; and the flow of groundwater at or in the vicinity of the site.
- 9.36 Milton Landfill and HRC are located in Flood Zone1 (land having a less than 1 in 1,000 annual probability of river or sea flooding) which is not area identified as being at high risk of flooding. The application is supported by a Drainage Strategy report which includes a Flood Risk Assessment. This identifies that the redevelopment and expansion of Milton HRC and its permanent retention will necessitate the implementation of new drainage strategy for the site.
- 9.37 As set out above, the representations submitted in response to the two applications have raised some concerns about ensuring that there is effective management of surface water drainage on the HRC and the access into the site, where there has been incidence of localised flooding.
- 9.38 In the course of the determination process there has been considerable dialogue between the applicant and the LLFA, which has resulted in an amended surface water drainage strategy being submitted in relation to surface water management on and around the HRC. The drainage strategy, which has been prepared in accordance with the NPPF, DEFRA, LLFA and Construction Industry Research and Information Association (CIRIA) guidance, aims to ensure that surface water can be managed within the confines of the site. The key points from the drainage strategy are that:
- The infiltration of surface water at this site is not permitted owing to a condition applied on the site by the Environment Agency;
  - The discharge of surface water to an existing watercourse is to continue under the site's existing Environmental Permit;
  - The 1% AEP rainfall intensities are subject to an 40% uplift to account for climate change;
  - 1% AEP or 1 in 100-year (plus 40% for climate change) attenuation volumes for the permeable car park and lower operational storage tanks are approximately 79.7m<sup>3</sup> and 297.8m<sup>3</sup>;
  - Surface water from the expanded lower operational area will be pumped at 5l/s to discharge into the site's existing surface water drainage system;
  - Suitable water quality management measures with appropriate pollution control indices have been incorporated in the proposed SuDS;



- The existing and proposed networks have been modelled with demonstration that, through the introduction of permeable car parking to the existing area and the use of underground storage, the quantity of water discharging from the site will be reduced for all storm events; and
- A flood risk appraisal has demonstrated that the site is at low risk from all sources as well as capable of containing the 1 in 100-year rainfall event within the site's ownership boundary. Measures to manage the risk of flooding (drainage exceedance) within the site are incorporated in the design.

- 9.39 The Drainage Strategy has been agreed with the LLFA, subject to the inclusion of a condition requiring the submission of further details (which is included as Condition 4 in the list of recommended conditions). The Environment Agency has advised that it has no objection.
- 9.40 On this basis there are no unresolved concerns that the proposals contained in the two applications, are not acceptable in terms of flood risk, climate change and impacts on water quality, and they can, therefore, be considered to be acceptable in terms of development plan policy and national planning policy set out in the NPPF and NPPW.

#### Landscape, Trees and Restoration

- 9.41 The main consideration in relation to the impact on landscape and trees is whether the redevelopment and expansion of the Milton HRC and its permanent retention would have any significant impact on the surrounding landscape or trees, particularly given that the area of the HRC would no longer be restored in line with existing landfill planning permission. Whether development of the site would impact the effective restoration of the Milton Landfill Site has also been considered. Relevant policies include the MWLP Policy 17: Design and Policy 19: Restoration and Aftercare, which seek to ensure an appropriate level of landscape design in new development including the retention and enhancement of important landscape features and assets and to safeguard landscape character. SCLP Policies HQ/1: Design Principles and NH/2: Protecting and Enhancing Landscape Character have similar objectives. Policy SC/9: Lighting Proposals is also relevant. The NPPF Chapter 15: Conserving and enhancing the natural environment (paragraph 174), and the NPPW, paragraph 7 and Appendix B, are also material considerations which similarly seek to ensure the protection and enhancement of valued landscapes.
- 9.42 To assess the impact on landscape, a Landscape and Visual Assessment (LVA) has been submitted which assesses the effects associated with the construction and operation of the upgraded Milton HRC upon landscape elements within the site boundary and landscape character. The assessment considers the visual impact on: local residents; the closest properties to the site; users of recreational routes; and, drivers and their passengers traveling along the main adjacent transport routes.
- 9.43 The assessment identifies a minor effect within the site during the construction phase, with a small proportion of regenerated trees needing to be removed to accommodate the footprint of the upgraded facility. This loss of trees would however be compensated by the introduction of new tree planting as part of a wider landscape plan. As a result, the long-term landscape effects are assessed as being neutral and negligible, as the trees gradually mature during the operational phase.

9.44 In terms of visual effects, the LVA identifies that there would be little or no effects to the south and west of the site as a consequence of the separation distance and screening provided by the tree belts which already surround the Milton Landfill. This screening will be reinforced by the final landform within the restored landfill site. The effects to the north or east of the site, are identified as being minor or negligible, and would be limited to visibility of the upper most sections of lighting columns and associated emitted light, that would be operational for short periods of time. The effects may be visible above or through the top of the 6m high tree belt which separates the site and Butt Lane or through the tree belt which follows the eastern boundary of the Milton Landfill. However, the LVA also notes that any visible presence of lighting columns in daytime views and associated lighting in night-time views would be incremental to the existing high levels of lighting and lighting columns that already exist within the Milton Road Park and Ride site, so that the impact would be minimal. As set out above South Cambridgeshire District Council - Climate, Environment & Waste - Environment Planning have advised that they have no objection in principle to the application subject to the imposition of a condition requiring the submission of a more detailed lighting scheme. This can be secured by condition, which is included as Condition 9 in the list of recommended conditions.

9.45 There are no other identified impacts arising from the area of the landfill to be occupied by the redeveloped and expanded HRC or the site not being restored. There have been no objections from statutory consultees in relation to the impact on the landscape, trees or the acceptability of the proposed changes to the restoration scheme, which are included in an amended restoration plan submitted with Planning Application reference CCC/21/261/VAR for the Milton Landfill Site. On this basis the proposals set out in the application can be considered to be acceptable in terms of relevant development plan and national planning policy.

#### Ecology

9.46 Planning Application reference CCC/21/261/VAR for proposed alterations to the Milton Landfill restoration, includes an updated restoration plan, with additional tree hedgerow and grassland planting to provide enhanced wildlife habitat and corridors. Whilst the two applications do not raise any significant issues in terms of Ecology and Biodiversity, the information submitted with them, assesses whether the proposed changes to the restoration of the landfill and the redevelopment and expansion of the HRC have any impacts on habitats and protected species.

9.47 The ecology report details the survey work undertaken to support the applications which identified that an initial Extended Phase 1 Habitat Survey was carried out across the landfill and HRC site in January 2020 and that an update to the Extended Phase 1 Habitat Survey was carried out in March 2021. A Great Crested Newt Survey Report was also submitted with the application and a survey of all trees on the site was carried out by a qualified arboriculturist. The ecology report identifies that the site and wider landfill site contain habitats, including, tall-ruderal, ephemeral/short perennial, scrub, amenity grassland, semi-improved neutral grassland and plantation broadleaf woodland and hedgerows. It also identifies that many of these habitats have good connectivity to the wider site area through the hedgerow and ditch network of the surrounding arable fields.

9.48 The report further identifies that of these habitats, only the broadleaf woodland was a local priority habitat which would be impacted by the works. However, it was also identified that this woodland is planted and a poor example of a broadleaved woodland, and as such, is

deemed to have very limited biodiversity value and any loss of this habitat would have a negligible effect on biodiversity in the local area.

- 9.49 Notwithstanding this, the Extended Phase 1 Habitat study and field survey identified the potential for several protected species to utilise habitats on and adjacent to the site, including bats, nesting bird, great crested newts, and reptiles. The report nevertheless concludes that due to the limited scope of the proposed works in terms of land take and short (6 month) construction phase, and the incorporation of a number of mitigation measures, that the proposed redevelopment of Milton HRC and its permanent retention would have negligible ecological effects.
- 9.50 As set out above, the County Council's Ecologist has advised that they support approval of the application, subject to the production and implementation of reasonable avoidance measures for protected species, through the submission of a Biodiversity Method Statement, that can be secured by condition. This is included as Condition 13 in the list of recommended conditions). Natural England have also confirmed that they have no objection.

#### Highways

- 9.51 in relation to highways, the application raises two main issues; whether there any impacts on the local road network in terms of the traffic generated, both during construction and operation, and whether the proposed access arrangements into the site are acceptable.
- 9.52 The application submissions include a Transport Statement (including a Travel Plan) and a Construction Traffic Management Plan. The Transport Statement identifies that due to the nature of the proposed development, it is likely that trips to/from the HRC will be made predominantly by private car. The site design has nevertheless been developed to Waste and Resources Action Programme (WRAP) best practice design principles to include provision for pedestrian and bicycle access, with bicycle parking to be provided onsite. Measures will also be put in place include a Travel Plan to encourage staff to travel to/from the site by non-car modes of transport.
- 9.53 The assessment considers the cumulative impact of the redevelopment of the HRC together with other new developments along the A10 corridor, including the proposed new housing developments at Waterbeach (for a total of 11,000 new houses and business, retail, leisure, sports and new schools), the expansion of the Cambridge Research Park at Waterbeach, and the new South Cambridgeshire Police Station. It identifies that the junctions along the A10 corridor will operate above capacity taking into account the committed developments, including those at the A10/A14 Grade Separated Signal Junction, the A10/Butt Lane signal junction; and the A10/Milton Park and Ride signal junction. However, it also identifies that the addition of Milton HRC traffic is predicted to have only a minor additional impact on the operation of these junctions, and consequently that there are no highways or transport reasons why the applications should not be approved.
- 9.54 In relation to the adequacy of the access on to Butt Lane, the Highway Authority, initially objected to the HRC application on the basis that the submitted drawings did not provide a sufficient level of detail to enable a reasonable engineering assessment to be made of any alterations to the access, and in particular whether it provided adequate detail of how safe pedestrian and bicycle routes would be provided at the entrance to the site from Butt Lane. This, it commented, is important because the relatively high flows of cyclists along Butt

Lane. As result, further detailed drawings have been provided, and as a consequence the Highway Authority has withdrawn its initial objection and advises that the highways and access details are now in principle acceptable, subject to the detailed design requirements being approved through an Agreement under s.278 of the Highways Act 1990. As set out above National Highways has confirmed that it has now objection to the proposals.

#### Amenity Impacts, including Noise, Air Quality and Lighting

- 9.55 There are three potential impacts in terms of amenity that need to be considered. These relate to noise, odours and lighting. The potential lighting impacts are discussed in the section above on landscape, trees and restoration.
- 9.56 A Noise and Vibration Assessment has been submitted with the application which confirms that background noise monitoring has been undertaken at three locations that are considered to be representative of the nearest noise sensitive receptors (NSRs) to the Site. The measured sound levels from the survey have been utilised as part of the British Standard (BS) 4142 assessment. A sound propagation model of the proposed HRC was created to enable the rating levels to be predicted at each noise sensitive receptor. These rating levels were compared to the existing representative background noise levels measured at the corresponding receptor locations. A BS 4142 assessment was undertaken in order to determine the impact at each receptor. This identified that impact on noise on the character of the area would be very limited due to the proximity of the A10, the A14, the operational landfill site (until 2026), and the proximity of Milton Park and Ride Site. The assessment confirmed a low to negligible noise impact is predicted during the daytime operational hours at each receptor, during the daytime operational hours.
- 9.57 There have been no third-party representations expressing concern about noise and South Cambridgeshire District Council - Climate, Environment & Waste - Environment Planning have advised that they are in agreement with the methodology, findings and conclusion of the Noise and Vibration Assessment submitted with the application.
- 9.58 There is therefore no reason to consider that the redeveloped and expanded HRC would give rise to any unacceptable noise impacts that would adversely impact on the residential amenity of any neighbouring or nearby properties. Therefore, the proposal is considered to accord with the relevant development plan and national planning policies which include MLWP Policies 17 and 18, the SCLP Policy SC/10, the NPPF, Chapter 15, paragraphs 174 and 185, and the NPPW, paragraph 7 and Appendix B.
- 9.59 Similarly, in relation to air quality, an Air Quality Assessment has been submitted with the application. The assessment considers construction-related dust, emissions from traffic and the potential for operational dust. The assessment of construction-related dust effects was undertaken in accordance with Institute of Air Quality Management (IAQM) guidance on the assessment of dust from demolition and construction. It identifies the HRC site as being of 'low risk' in relation to dust soiling and the impacts on human health from earthworks and trackout activities, and as 'negligible risk' for demolition and construction activities.
- 9.60 The assessment of traffic impacts on air quality has used dispersion modelling (using what is known as the ADMS-Roads dispersion model - ADMS-Roads Version 5.0) to model dispersion from traffic to determine likely NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> concentrations at existing residential receptors situated along roads potentially impacted by the proposed development. The assessment identifies that the impact on pollutant concentrations at

existing receptors is predicted to be negligible. It is predicted that concentrations of NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> are likely to be well below the Air Quality Objective (AQO) levels at all modelled receptor locations in the baseline year in 2021, and in 2028 when the HRC is operating at full capacity. It consequently concludes that the AQO levels will not be exceeded at the HRC site and that the impact of additional traffic will not be significant, and consequently that no specific mitigation is considered to be necessary.

- 9.61 The assessment also includes an assessment of the operational-related dust effects, which was undertaken accordance with the IAQM guidance to predict the potential for dust to impact sensitive receptors in the surrounding area. It determined that the impact will be negligible at all high sensitivity receptors.
- 9.62 Again, there have been no third-party representations expressing concern about air quality impacts and none of the statutory consultees have expressed any objection on the basis of air quality or advising that they disagree with, or have any concerns about, the conclusions of the Air Quality Assessment.
- 9.63 Therefore, in relation to the air quality impacts, there are no reasons to consider that the redeveloped and expanded HRC would give rise to any unacceptable air quality impacts that would adversely impact on the residential amenity of any neighbouring or nearby properties. The redevelopment and expansion of the HRC can therefore also be considered to be acceptable in terms of relevant development plan policy and national planning policy which includes the MLWP Policies 17 and 18, the SCLP Policy SC/12, the NPPF, Chapter 15, paragraphs 174 and 185, and the NPPW, paragraph 7 and Appendix B.

## 10. Public Sector Equality Duties (PSED).

- 10.1 Section 149 of the Equalities Act 2010 places a statutory duty on all public bodies to consider the needs of all individuals in their day-to-day work, including those with protected characteristics. The protected characteristics under PSED are: disability, gender reassignment, pregnancy, maternity/ paternity, race, religion or belief (including non-belief), sex and sexual orientation. The Council, in the exercise of the planning functions, must have due regard to the need to the following aims in their decision-making: eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act; foster good relations between people who share a relevant protected characteristic and those who do not share it; and advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it. Furthermore, consideration must be given to removing or minimising disadvantages suffered by people due to their protected characteristics; meeting the needs of people with protected characteristics; and encouraging people with protected characteristics to participate in public life or in other activities where their participation is low.
- 10.2 In relation to the nine protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation under the Equality Act 2010, it is not envisaged the proposals are likely to impact negatively or specifically upon any of these groups. The proposal would retain the service with split level access available to all irrespective of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation. No specific local concerns have been raised that appear to refer to any of the nine protected characteristics.

## 11. Conclusion

- 11.1 In terms of the principle of the development the in relation to MWLP Policy 1: Sustainable Development and Climate Change, the application demonstrates that the proposal to redevelop and expand the Milton Household Recycling Centre (HRC) and its permanent retention beyond the life of the adjacent Milton Landfill site, would play an active role in guiding development towards the provision of sustainable waste management solutions. The proposal will help reduce greenhouse gas emissions and will do so in a way that would not have any significant impacts on human health and wellbeing and air quality.
- 11.2 In relation to Policy 3: Waste Management Needs and Policy 4: Providing for Waste Management Needs, the application confirms that the redevelopment and expansion of the Milton HRC and its permanent retention beyond the life of the adjacent Milton Landfill Site is required to meet the needs of projected household growth. This will be achieved through the provision of a permanent replacement HRC that is well related to the resident population by ensuring that all households in the Cambridge area continue to be served by a facility within the WRAP recommended 20 minute drive time.
- 11.3 The application identifies that if the redevelopment and expansion of the Milton HRC and its permanent retention, were not to go ahead, the closure of the existing Milton HRC, would leave 34,000 households without a facility within the 20 minute drive time and that in time, this would rise to over 45,000 under current, using current housing growth expectations. Therefore, there is a need to replace the capacity that would be lost in 2026 (should the life of the HRC continue to be linked with the current expiry of the landfill permission) and also to provide additional capacity to meet the requirements for future growth in waste arising in Cambridge and the surrounding area.
- 11.4 The redevelopment and expansion of the Milton HRC and its permanent retention beyond the life of the adjacent Milton Landfill Site, would not conflict with the purposes of the Green Belt as defined in paragraph 138 of the NPPF, and would not be inappropriate development in accordance with either paragraph 149 or 150 of the NPPF paragraph 149 and there acceptable in terms of Green Belt Policy.
- 11.5 The redevelopment and expansion of the Milton HRC and its permanent retention beyond the life of the adjacent Milton Landfill Site, is otherwise acceptable in terms of the terms of flood risk and drainage, including climate change considerations, and the impacts on landscape, ecology, highways and amenity (including the potential impacts from noise, air quality and lighting).

## 12. Recommendation

- 12.1 It is recommended that planning permission is granted subject to the following conditions:

### Advisory Note

The Town & Country Planning (Development Management Procedure) (England) Order 2015 requires the Planning Authority to give reasons for the imposition of pre-commencement conditions. Conditions 5, 6, 9 and 13 below require further information to be submitted prior to the commencement of development and are therefore attached as a

pre-commencement condition. The developer may not legally commence development on site until the information required by these conditions has been submitted and approved, and the conditions discharged.

## Conditions

### 1. Commencement

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### 2. Notification of Commencement

Within seven days of the commencement of construction works on the site, including any demolition or site clearance works, notification of the start date of any such works shall be submitted to Waste Planning Authority.

Reason: For the avoidance of doubt as to when the Planning Permission is implemented.

### 3. Approved Plans and Documents

The development hereby permitted shall be carried out in accordance with the application form dated 13<sup>th</sup> December 2021 and the following documents and drawings (received 13<sup>th</sup> December 2021, unless otherwise stated) except as otherwise required by any of the following conditions set out in this planning permission:

- 40645-WOD-XX-XX-FG-T-0001\_S2\_P01.1, Figure 2.1, Site Location Plan, dated October 2021;
- 40645-WOD-XX-XX-FG-T-0002\_S2\_P01.1, Planning Supporting Statement, Figure 3.1, Site Layout Plan, dated October 2021;
- 40645-WOD-XX-XX-FG-T-0003\_S2\_P01.1, Planning Supporting Statement, Figure 3.2, Elevations and Cross Section, dated October 2021;
- 40645-WOD-XX-XX-DR-OT-0009\_S2\_P02, Sheet 1 of 2, Access Scheme - Butt Lane, dated October 2022;
- 40645-WOD-XX-XX-DR-OT-0009\_S2\_P01, Sheet 2 of 2, Access Scheme - HRC Access from Unnamed Access Road, dated September 2022;
- XXXX-00, Milton Recycling Facility, Welfare Facility, undated;
- Portacabin Titan TN 1004, undated;
- Portakabin Solus Buildings Product Sheet 1, dated 9<sup>th</sup> December 2008;
- OPP1241928, Milton HWRC Proposed Shop Unit, dated 21<sup>st</sup> May 2021

- P155-290421-Rev, (Lighting Assessment), Milton Recycling Centre Rev. E, dated 29<sup>th</sup> April 2021;
- Planning Supporting Statement, Document Ref. 40645-WOOD-XX-XX-RP-0001\_S3\_P01, Wood Group UK Limited, dated November 2021;
- Transport Statement, Document Ref. 40645-WOD-XX-XX-RP-OT-0001\_S0\_P01, Wood Group UK Limited, dated October 2021;
- Construction Traffic Management Plan, Document Ref. 40645-WOD-XX-XX-RP-OT-0002\_S0\_P01, Wood Group UK Limited, dated October 2021;
- Extended Phase 1 Habitat Survey Report, Document Ref. DLon036R040320, Wood Environment & Infrastructure Solutions UK Limited, dated March 2020;
- Great Crested Newt Survey Report, Document Ref. DLon038R300620, Wood Environment & Infrastructure Solutions UK Limited, dated June 2020;
- Technical Note: Milton HRC, Extended Phase 1 Habitat Survey Report Addendum 2021, Document Ref. Dlon039R160321, Wood Group UK Limited, dated March 2021;
- Tree Survey and Constraints Report, Site: Milton, Cambridge, Prepared for: Wood PLC, Amenity Tree Care, dated 31<sup>st</sup> January 2019;
- Drainage Strategy, Document Ref. 40645-WOD-XX-XX-RP-D-0001, Revision PO4, Wood Group UK Limited, dated September 2022;
- Letter from Wood Group UK Limited in response to comments from Local Lead Flood Authority, dated 1<sup>st</sup> September 2022 ;
- Noise & Vibration Assessment, Document Ref. 40645-WOD-XX-XX-RP-ON-0001\_S2\_P01, Wood Environment & Infrastructure Solutions UK Limited, dated October 2021;
- Air Quality Assessment, Document Ref. 40645-WOD-XX-XX-RP-OA-0001\_S2\_P01, Wood Group UK Limited, dated October 2021;
- Phase 1 Contaminated Land Desk Study, Document Ref. 40645RR032i2, Wood Environment & Infrastructure Solutions UK Limited, dated March 2019;

Reason: To define the permission and protect the character and appearance of the locality in accordance with Policy HQ/1 of the South Cambridgeshire Local Plan 2018 and Policy 17 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021.

#### 4. Surface Water Drainage

No laying of services, creation of hard surfaces or erection of a building shall commence until a detailed surface water drainage scheme for the site, based on the agreed Drainage Strategy prepared by Wood Group UK Limited (ref: 40645-WOD-XX-XX-RP-D-0001 rev. P04) dated September 2022, has been



submitted to and approved in writing by the Waste Planning Authority. The scheme shall subsequently be implemented in full accordance with the approved details prior to occupation of the first dwelling.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, and improve habitat and amenity.

5. Surface Water Drainage

There shall be no drainage systems for the infiltration of surface water to the ground, except those agreed in the detailed surface water drainage scheme for the site that is submitted and approved in accordance with Condition 4. Any proposals for such systems must be supported by an assessment of the risks to controlled waters, as part of the information to be submitted in accordance with Condition 4.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF 2021; paragraphs 174, 183, 184).

6. Additional Surface Water Run-Off

No development, including preparatory works, shall commence until details of measures indicating how additional surface water run-off from the site will be avoided during the construction works have been submitted to and approved in writing by the Waste Planning Authority. The applicant may be required to provide collection, balancing and/or settlement systems for these flows. The approved measures and systems shall be brought into operation before any works to create buildings or hard surfaces commence.

Reason: To ensure surface water is managed appropriately during the construction phase of the development, so as not to increase the flood risk to adjacent land/properties or occupied properties within the development itself; recognising that initial works to prepare the site could bring about unacceptable impacts.

7. Contamination - Remediation and Verification

No development approved by this planning permission shall commence until a remediation strategy to deal with the risks associated with contamination of the site in respect of the development hereby permitted, has been submitted to, and approved in writing by, the Waste Planning Authority. The strategy will include the following components:

1. A Preliminary Risk Assessment (PRA) including a Conceptual Site Model (CSM) of the site indicating potential sources, pathways and receptors, including those off site;
2. The results of a site investigation based on (1) and a detailed risk assessment, including a revised CSM;
3. Based on the risk assessment in (2) an options appraisal and remediation strategy giving full details of the remediation measures required and how they are

to be undertaken. The strategy shall include a plan providing details of how the remediation works shall be judged to be complete and arrangements for contingency actions. The plan shall also detail a long-term monitoring and maintenance plan as necessary; and

4. No occupation of any part of the permitted development shall take place until a verification report demonstrating completion of works set out in the remediation strategy in (3). The long-term monitoring and maintenance plan in (3) shall be updated and be implemented as approved.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in accordance with Policy SC/11 of the adopted South Cambridgeshire Local Plan 2018 and the National Planning Policy Framework (NPPF 2021; paragraphs 174, 183, 184).

#### 8. Previously Unidentified Contamination

If, during development, contamination not previously identified is found to be present at the site then no further development shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the waste planning authority. The remediation strategy shall be implemented as approved.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in accordance with Policy SC/11 of the adopted South Cambridgeshire Local Plan 2018 and the National Planning Policy Framework (NPPF 2021; paragraphs 174, 183, 184).

#### 9. Piling

No piling or any other foundation designs using penetrative methods shall be used in the construction of the site.

Reason: To ensure that there is unacceptable impact on groundwater and to protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF 2021; paragraphs 174, 183, 184).

#### 10. Lighting

Prior to the commencement of the development, details of the lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security lighting and an assessment of impact on any sensitive residential premises off site, shall be submitted to and approved in writing by, the Waste Planning Authority. The scheme shall include layout plans/elevations with luminaire locations annotated, full isolux contour map/diagrams showing the predicted illuminance in the horizontal and vertical plane (in lux) at critical locations within the site, on the boundary of the site and at adjacent properties, hours and frequency of use, a schedule of equipment in the lighting design (luminaire type/profiles, mounting height, aiming angles / orientation, angle of glare, operational controls) and shall assess artificial light impact in accordance with the Institute of Lighting Professionals "Guidance Notes for the Reduction of Obtrusive Light GN01:2011".

The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details/measures.

Reason: To protect the amenity of the adjoining properties in accordance with Policy CC/6 of the South Cambridgeshire Local Plan 2018 and Policy 18 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021.

11. Construction Traffic Management Plan

The construction phase of the development shall be undertaken in accordance with the details set out in the Construction Traffic Management Plan, Document Ref. 40645-WOD-XX-XX-RP-OT-0002\_S0\_P01, Wood Group UK Limited, dated October 2022.

Reason: In the interests of highway safety in accordance with Policy 23 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021.

12. Construction and Construction Delivery Hours

No construction or demolition work, or delivery of construction materials shall be carried out and no plant or power operated machinery (for the purposes of the installation of the approved plant) operated other than between the following hours:

- Monday to Friday, 7am to 7pm
- Saturday 8am to 1pm

and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties in accordance with Policy CC/6 of the South Cambridgeshire Local Plan 2018 and Policy 18 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021.

13. Hours of Operation

The hours of operation at the site shall be:

- Monday-Friday (April to September): 0900-2000;
- Saturday and Sunday (April to September): 0900-1800;
- Monday-Sunday (October to March): 0900-1600;
- Closed from 1300 on Christmas Eve and all-day Christmas Day, Boxing Day and New Year's Day.

No receipt or collection of materials deposited at the site shall take place outside these hours.

Reason: To protect the amenity of the adjoining properties in accordance with Policy CC/6 of the South Cambridgeshire Local Plan 2018 and Policy 18 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021.

#### 14. Biodiversity Method Statement

No development shall take place (including any demolition, ground works, site clearance) until a method statement for protected species has been submitted to and approved in writing by the Waste Planning Authority. The content of the method statement shall include the:

- a) purpose and objectives of the proposed works;
- b) detailed design(s) and/or working method(s) necessary to achieve stated objectives (including, where relevant, type and source of materials to be used);
- c) extent and location of proposed works shown on appropriate scale maps and plans;
- d) timetable for implementation, demonstrating that works are aligned with the proposed phasing and construction;
- e) persons responsible for implementing the works;
- f) initial aftercare and long-term maintenance (where relevant);
- g) disposal of any waste arising from works.

The works shall be carried out strictly in accordance with the approved details and shall be retained in that manner thereafter.

Reason: To ensure delivery of reasonable avoidance measures, in accordance with Policy 20 of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2021 and Policy NH/4 of the South Cambridgeshire Local Plan 2018.

#### Informatives

##### Ordinary Watercourse Consent

Constructions or alterations within an ordinary watercourse (temporary or permanent) require consent from the Lead Local Flood Authority under the Land Drainage Act 1991. Ordinary watercourses include every river, drain, stream, ditch, dyke, sewer (other than public sewer) and passage through which water flows that do not form part of Main Rivers (Main Rivers are regulated by the Environment Agency). The applicant should refer to Cambridgeshire County Council's Culvert Policy for further guidance:

<https://www.cambridgeshire.gov.uk/business/planning-and-development/water-minerals-and-waste/watercourse-management/>

Please note the council does not regulate ordinary watercourses in Internal Drainage Board areas.

##### Pollution Control

Surface water and groundwater bodies are highly vulnerable to pollution and the impact of construction activities. It is essential that the risk of pollution

(particularly during the construction phase) is considered and mitigated appropriately. It is important to remember that

### Environmental Permit

If the waste activities are extended outside of the permitted area the Environmental Permit must be varied before activities can take place in the extended area.

## Compliance with paragraph 38 of the National Planning Policy Framework

The applicant did seek pre-application advice. The Waste Planning Authority has worked proactively with the applicant to ensure that the proposed development is acceptable in planning terms. The applicant has responded positively to the advice and recommendations provided and amendments have been made (where required) to satisfy concerns raised. All land use planning matters have been given full consideration, which resulted in overall support for the development proposal from statutory consultees.

## Source Documents

[Link to the National Planning Policy Framework \(NPPF\) \(July 2021\)](#)

[Link to the National Planning Policy for Waste \(NPPW\) \(October 2014\)](#)

[Link to Our Waste, Our Resources: A Strategy for England \(December 2018\)](#)

[Link to the Waste Management Plan for England \(January 2021\)](#)

[Link to the Cambridgeshire and Peterborough Minerals and Waste Local Plan \(MWLP\) \(July 2021\)](#)

[Link to the South Cambridgeshire Local Plan \(SCLP\) \(September 2018\)](#)

[Link to the Cambridgeshire Flood and Water Supplementary Planning Document \(SPD\) \(November 2016\)](#)

[Link to the Greater Cambridge Sustainable Design and Construction SPD \(January 2020\)](#)

[Link to the Greater Cambridge Biodiversity SPD \(February 2022\)](#)

[Link to the South Cambridgeshire District Council Trees and Development Sites SPD \(January 2009\)](#)

[Link to the Cambridgeshire and Peterborough Local Transport Plan \(February 2020\)](#)