

COMMITTEE REPORT

Date: 15 December 2011 **Ward:** Rural West York
Team: Major and **Parish:** Parish Of Rufforth With
 Commercial Team Knapton

Reference: 11/02998/ADJ
Application at: Allerton Waste Recovery Park Outside Boundary Tinker Lane
 Rufforth York
For: Application for Waste Recovery Park at Allerton Park Quarry,
 Knaresbrough
By: North Yorkshire County Council
Application Type: Adjoining Authority Consultation
Target Date: 30 November 2011
Recommendation: No Objections

1.0 PROPOSAL

1.1 The York and North Yorkshire Joint Municipal Waste Management Strategy "Let's Talk Less Rubbish" adopted in 2006 identified a key objective of significantly reducing the quantity of residual waste produced in the York/North Yorkshire Area to reduce the costs of landfill and to reduce the Council's annual production of CO2 in line with National and European wide targets. Central Government Planning Guidance in respect of planning for waste outlined in PPS10 "Planning and Integrated Waste Management" highlights the importance of solutions which transfer waste up the waste hierarchy away from landfilling with reuse and recycling the ideal solution. It is not however practically feasible to recycle all items of waste generated. Both this Council and North Yorkshire County Council have entered a Private Finance Initiative Joint Venture with Amey Cespa to develop a facility for using residual (non recycled or composted) waste to generate energy via an anaerobic digester combined with a conventional incinerator type power station for export to the National Grid. It is intended that the facility would be able to process a minimum of 90% of residual waste currently directed to landfill shortly after becoming fully operational post 2015.

1.2 The proposed waste recovery facility which would also incorporate a Mechanical Treatment area and secondary aggregate production facility is proposed to be located at a site in close proximity to the A59/A1 junction at Allerton Park near Knaresborough and a planning application with Environmental Impact Assessment has been submitted in respect of the development. North Yorkshire County Council as Minerals and Waste Planning Authority for the site is the determining Authority for the application. This Authority has been consulted as an adjoining Planning Authority and this report is to seek Members' views.

1.3 The application site has been selected following a substantial site identification exercise on the basis of its close links with inter regional transport infrastructure. It is currently used for quarry processing and is adjacent to an existing landfill facility. It also lies in close proximity to an English Heritage Registered Historic Park and Garden and a Grade 1 Listed Early Victorian Country House at Allerton Park. The applicant has indicated that funds would be made available for on-going environmental improvement work within the historic park in the event of permission being given.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Air safeguarding Air Field safeguarding 0175

City Boundary York City Boundary 0001

2.2 Policies:

CYGP4B
Air Quality

CYGP5
Renewable energy

CYHE2
Development in historic locations

CYHE4
Listed Buildings

CYHE11
Trees and landscape

CYHE12
Historic parks and gardens

CYMW5
Landfill/landraising - considered on merits

3.0 CONSULTATIONS

INTERNAL:-

3.1 Environmental Protection Unit raise no objection to the proposal but wish to see the possibility of production of bio-methane as fuel source from the anaerobic digestion facility.

3.2 Design, Conservation and Sustainable Development were consulted with regard to the proposal on 15th November 2011. Any views will be reported orally at the meeting.

3.3 Highway Network Management were consulted with regard to the proposal on 15th November 2011. Any views will be reported orally at the meeting.

EXTERNAL:-

3.4 As this authority is only a consultee in respect of the proposal no external consultations or notification has been undertaken.

4.0 APPRAISAL

KEY CONSIDERATIONS:-

4.1 KEY CONSIDERATIONS INCLUDE:-

- * Impact upon the delivery of the City's Waste Minimisation Targets;
- * Impact upon the setting of the nearby Registered Historic Park or Garden;
- * Impact upon the setting of the nearby Grade 1 Listed Building.

PLANNING POLICY FRAMEWORK:-

4.2 The Draft National Planning Policy Framework is relevant in relation to this application. In paragraph 184 it states that where an application would lead to substantial harm to a designated heritage asset then the planning authority should refuse consent unless it can be demonstrated that the harm is necessary to achieve substantial public benefits.

4.3 PPS10 "Planning for Sustainable Waste Management" is relevant to consideration of this proposal. This outlines the waste hierarchy in detail and sets out specific locational criteria in respect of waste handling facilities.

4.4 PPS5 "Planning and the Historic Environment" is relevant to consideration of this proposal. This outlines a requirement in National Policy HE10 for Local Planning Authorities to finely balance the harm caused by development within the setting of a designated heritage asset against the public benefit generated by the development.

4.5 Policy MW5 of the York Development Control Local Plan is relevant in the consideration of this application. This sets a firm policy framework indicating that proposals for development of waste management facilities will be considered on their own merits taking into account the need for the facility, the proximity principle

where waste is disposed of as close as possible to where it is produced, the mode of transport of waste to the site, any adverse impacts upon important landscape or historic features and proposed measures to minimise other adverse environmental impacts such as visual intrusion.

4.6 Policy HE12 of the York Development Control Local Plan is relevant in consideration of this application in that this indicates that proposals affecting historic parks and gardens will be permitted providing they have no adverse effect on the character, appearance, amenity, setting or enjoyment of the park and garden.

4.7 Policy HE2 of the York Development Control Local Plan sets a firm policy framework in respect of locations which affect the setting of Listed Buildings requiring that development proposals must respect adjacent buildings, settings and landmarks having regard to local scale, proportion, detail and materials.

4.8 Policy CS23 of the Council's Core Strategy submission states that the LDF will promote sustainable waste management and sets out the ways in which this will be achieved. These include working with North Yorkshire County Council on PFI facilities for residual waste through mechanical treatment, anaerobic digestion and energy from waste. The Core Strategy document explains that Allerton Park has been chosen as the preferred site for the joint facility. This would negate the requirement for a municipal waste treatment in the York Area.

IMPACT UPON DELIVERY OF THE CITY'S WASTE MANAGEMENT TARGETS:-

4.9 The development proposal envisages the erection of a waste reception and handling facility through which a range of waste carrying vehicles would pass. Each vehicle would be weighed upon entry and egress to allow for accurate monitoring of the throughput of material into the site. A quarantine area would be provided to allow for vehicles to be inspected prior to having their loads discharged and mechanically sorted. The applicant has indicated that vehicles will be routed away from major centres of population when accessing the site wherever possible with the main access to the site being from the A168. The tipping hall would be maintained at a negative pressure by drawing the combustion air for the energy from waste plant from within with entrance and exit door movements co-ordinated to inhibit egress of odours.

4.10 The mechanical treatment plant would extract the recyclable elements from the waste stream together with any organic materials which would be fed through to the anaerobic digester. The recyclates would then be stored prior to removal and reprocessing by appropriate contractors. The mechanical treatment plant has a capacity to handle 262,080 tonnes of residual waste per annum with a design capacity of 70 tonnes per hour. A stack rising some 8 metres above the roof line of the building would be provided to ventilate odour from the building space.

4.11 The anaerobic digester would treat approximately 40,000 tonnes per annum of organic rich waste from the mechanical treatment plant utilising a single anaerobic digestion vessel. Bio-gas generated by the anaerobic digestion process would be stored prior to passing through two bio gas engines which in turn would generate approximately 1.1 MW of electricity per annum. Exhaust gases would then be used in a steam generator to produce low pressure steam necessary for re-use in the anaerobic digestion process. Any remaining exhaust gases would be vented through an 18 metre high stack located at the northern end of the mechanical treatment building.

4.12 The energy from waste operation would have a maximum design capacity of 320,000 tonnes per annum although it would typically treat approximately 305,000 tonnes of residual waste per annum. The plant is designed with two process lines with a design capacity of 20 tonnes per hour. The plant has been configured to generate energy from waste though it could easily be reconfigured to produce Combined Heat and Power(CHP) should an economic market be established. Exhaust gases would be vented through a stack some 70 metres high. The flue gas would be treated via an integrated chemical pollution control system prior to discharge. Approximately 27 MW of electricity would be generated by the plant with 24MW would be exported to the National Grid via the Coneythorpe sub-station. The waste incinerator bottom ash would be reprocessed to form a source of secondary aggregate.

4.13 The existing farm house, Claro House adjacent to the entrance to the site it is envisaged would be converted into a visitor centre to allow for educational parties to learn about the waste and energy generation industries.

4.14 It is felt that the proposed development would fulfill the requirements of Central Government Planning Guidance in respect of Planning for Waste outlined in PPS10 in that it would ensure that the vast majority of material currently landfilled would be dealt with at a higher level within the Waste Hierarchy at a location close to its source of generation and with minimal environmental harm caused by traffic, noise, dust or odour.

4.15 The development would accord with this Council's agreed and adopted approach to waste management and allow its waste obligations to be met. The Council is committed to working with the County Council and the applicant to develop the facilities.

IMPACT UPON THE REGISTERED HISTORIC PARK OR GARDEN:-

4.16 Approximately 1.5 km to the south east of the application site lies the park land associated with Allerton Park House which is Listed at Grade II on the English Heritage Register of Historic Parks and Gardens. Within it furthermore are a number of historic structures associated with the parkland which are individually Listed

including the Temple of Victory Listed at Grade II*. The Environmental Impact Statement submitted with the application identifies serious harm to the setting of the Parkland by virtue of its proximity to the edge of the application site. A sequential assessment has however been undertaken indicating that the application site is the most suitable available notwithstanding any harm generated and the applicant has indicated that an on-going fund will be made available to ensure that structures within the Historic Parkland can be restored and made publically accessible.

IMPACT UPON THE SETTING OF THE NEARBY LISTED BUILDING:-

4.7 Allerton Park House or Allerton Castle a Grade I Listed Early Victorian Country House lies in close proximity to the application site approximately 2km to the south. Similar considerations apply in respect of impacts upon its setting. In terms of wider impacts, notably impact upon the setting of the Minster local topography in the area to the east of the site would militate against any serious demonstrable harm.

5.0 CONCLUSION

5.1 The Council's Cabinet and full Council have previously agreed the approach in relation to waste management by entering into the PFI joint venture with the County Council and with the preferred bidder Amey Cespa. The development is a key plank of the Council planning policy relating to sustainable waste management, as set out in the Core Strategy submission.

5.2 The Allerton Waste Recovery Park is designed by means of an Energy from Waste facility combined with a single anaerobic digestion tank to process approximately 90% of the current waste stream directed to landfill. In doing so it would significantly assist in reducing the Authority's on-going waste handling costs whilst at the same time securing compliance with targets in terms of waste handling and CO2 reduction. It is felt that appropriate measures have been built into the design to deal with issues of odour, traffic and air quality. Issues have been raised in terms of impact upon Designated Heritage Asset in the local area although measures have been brought forward to mitigate against these impacts and the local topography militates against any wider impact upon the setting of the Minster. It is therefore recommended that no objection be offered in respect of the consultation by North Yorkshire County Council as determining authority.

6.0 RECOMMENDATION: No Objections

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