#### SECTION C MINERALS AND WASTE DISPOSAL

<u>Background Documents:</u> the deposited documents; views and representations received as referred to in the reports and included in the development proposals dossier for each case; and other documents as might be additionally indicated.

#### Item C1

Section 73 application to vary condition 9 of planning permission SW/11/548 (use of building 15B to install and operate materials recycling facility (MRF) and a refuse derived fuel (RDF) facility and to use existing weighbridge, weighbridge office, and washrooms/toilets to the south of building 15A) to allow an increase of HGV movements for a temporary period of 12 months (from 58 to 98 movements per day) at Sita UK, Ridham Dock, Iwade, Sittingbourne. Ref KCC/SW/0346/2013 (SW/13/1495)

A report by Head of Planning Applications Group to Planning Applications Committee on 16 July 2014.

Section 73 application to vary condition 9 of planning permission SW/11/548 (use of building 15B to install and operate materials recycling facility (MRF) and a refuse derived fuel (RDF) facility and to use existing weighbridge, weighbridge office, and washrooms/toilets to the south of building 15A) to allow an increase of HGV movements for a temporary period of 12 months (from 58 to 98 movements per day) at Sita UK, Ridham Dock, Iwade, Sittingbourne. Ref KCCSW/0346/2013 (SW/13/1495)

Recommendation: Subject to the satisfactory completion of a unilateral undertaking, temporary planning permission be granted, subject to conditions.

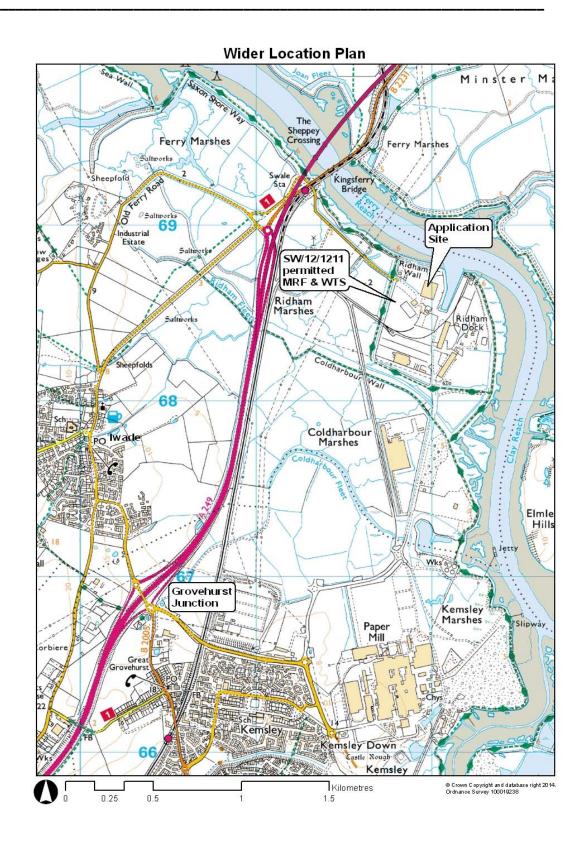
#### Local Member: Lee Burgess & Roger Truelove Classification: Unrestricted

#### Site Description:

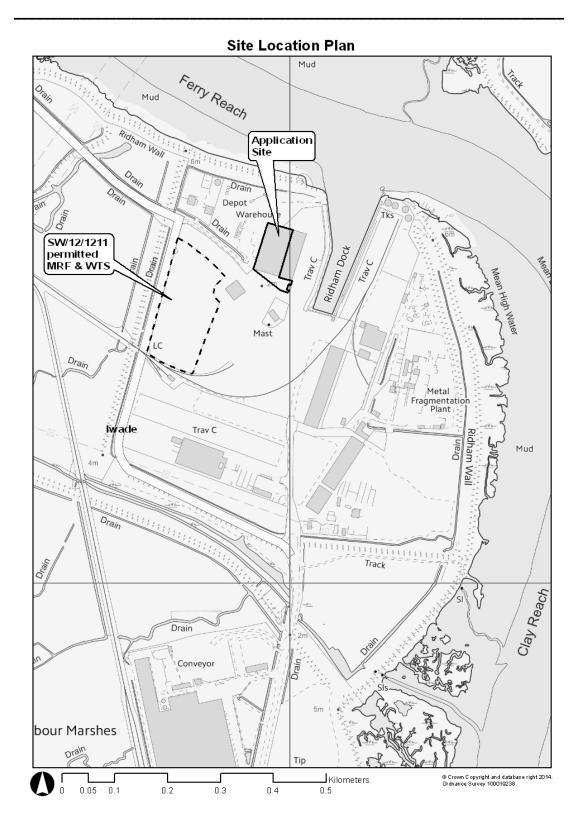
- 1. The application site is located on Ridham Dock Industrial Estate, which is a well established commercial and industrial wharf situated adjacent to the Swale Estuary. The Dock is surrounded by sensitive biodiversity designations including the Swale Special Protection Area (SPA), Ramsar and a Site of Special Scientific Interest (SSSI). The Elmley National Nature Reserve is located east of the site, on the other side of the river. The Swale Estuary is a designated SPA under EC Directive 79/409 on the Conservation of Wild Birds and Ramsar citation as a wetland of national and international importance. It regularly supports internationally important numbers of wintering and breeding migratory waterfowl. The mudflats of the Swale are also rich in invertebrates and are rich in plant life, rare and common.
- 2. The Swale Estuary straddles the eastern and northern boundary of the dock and flows into the Thames estuary. The inlet point for the dock is located at the point the Swale sweeps across the northern boundary. The dock site is protected from flooding by the Ridham Dock wall flood defence which is located along the eastern and northern boundary.

# Item C1

Section 73 application to vary condition 9 of planning permission SW/11/548 to allow an increase of HGV movements for a temporary period of 12 months (from 58 to 98 movements per day) at Sita UK, Unit 15B Ridham Dock, Iwade, Sittingbourne. Ref KCC/SW/0346/2013 (SW/13/1495)



- 3. The dock is currently used to import, export and store a wide range of cargo such as timber, steel, grain, aggregate and concrete products and contains various large scale buildings. Aside from the general wharf activity, the dock also harbours a range of industrial businesses such as Brett Aggregates, European Metal Recovery, Morgan Este and Arcelor Steel. Located within 2 kilometres of the dock are Kemsley Paper Mill and Knauf plasterboard facilities, together with a Countrystyle Recycling facility, Morrison's distribution warehouse and Ridham Sea Terminals.
- 4. The dock is accessed via a private spine road that traverses Ridham Dock, providing access to all land uses contained within the dock area. The spine road connects to the public highway by becoming Sheppey Way to the north and via a four-arm roundabout with Barge Way to the south. Barge Way is purpose built to accommodate HGV traffic accessing Ridham Dock. Sheppey Way connects to the Strategic Road Network via a grade-separated roundabout and dedicated slip-roads, providing access to and from the south along the A249, approximately 1km to the west of the application site.
- 5. The nearest residential areas in the surrounding environment are Kemsley (approximately 1.9km south), Iwade (approximately 1.5km west), Queenborough (approximately 2.5km north) and Minster (approximately 3.5km northeast). Beyond the industrial areas of the dock, the surrounding land consists of predominantly low lying grazing, agricultural and marshland areas.
- 6. The application site is Unit 15B at Ridham Dock consists mainly of an existing semi detached steel portal frame warehouse adjacent to Unit 15A. The building has historically been used for a range of industrial and port related storage purposes since the late 1970's. Included within the application boundary is an existing weighbridge, weighbridge office, mobile office and toilet/washroom (all located to the front of Unit 15A). All of these are ancillary to the operation of an existing Materials Recycling Facility (MRF) and Refuse Derived Fuel (RDF) Facility currently operating under the terms of planning permission SW/11/548. The application site comprises an area of some 0.5 hectares.



## Background / Planning History

- 7. Planning permission was granted for a Materials Recycling Facility (MRF) and a Refuse Derived Fuel (RDF) Facility at the application site in September 2011. The MRF has permission to import up to 25,000 tonnes per annum (tpa) of commercial and industrial waste to the MRF by road. Waste for the MRF typically comprises mixed skip waste and is bought to the site on 7 tonne skip lorries. Vehicles bringing in materials for the MRF pass over the weighbridge before discharging their contents within a designated area within Unit 15B where it is stored prior to processing. A 360° grabber and loading shovel is used to convey the material to a mobile screener and then to a rotating trommel. The trommel is used to separate inert and fine materials before waste is conveyed to the picking station where pickers manually separate any recyclable materials into different storage containers. The recyclable fraction of the MRF waste is temporarily stored in a central storage area (between Unit 15A and Unit 15B) and exported by road to specialist recycling facilities and the residual goes through the RDF process to extract value.
- 8. Refuse Derived Fuel (RDF) is a fuel commonly produced by shredding and dehydrating solid waste. RDF consists largely of combustible components of municipal waste such as plastics and biodegradable waste. The residual material can be sold in its processed form (depending on the process treatment) or it may be compressed into pellets, bricks or logs. In this particular case the RDF goes through a series of simple processes firstly it is coarsely shredded, metals are removed with a magnet, the inert material is then removed and finally the material is more finely shredded before being baled and wrapped.
- 9. The RDF facility has permission to import up to 100,000 tpa of commercial and industrial RDF waste to the site by road. Waste for the RDF facility arrives at the site in 'bulked-up' loads in 22 tonne payload HGVs. Vehicles bringing in material for the RDF facility pass over the existing weighbridge and proceed inside Unit 15B to deposit material in a designated area. Free standing concrete walls have been constructed within the building to create storage bays. Once processed the material is baled and wrapped and exported from Ridham Dock by ship. Ships have a typical capacity of 1800 tonnes.
- 10. Permission was granted to operate the MRF and RDF facility on a 24 hour basis, in line with the operating hours of Ridham Dock and warehouses on the dock with a restriction on HGV movements for waste deliveries and transportation of materials off site to between 0700-1900 hrs Monday to Sunday. Condition 9 of SW/11/548 restricted daily HGV movements associated with the combined MRF and the RDF operations to 58 (29 in and 29 out). Planning permission SW/11/548 also identified that all RDF output

would be exported by ship and that no external storage of materials in association with the MRF or RDF operations was permitted.

11. In 2012 the applicant also acquired planning permission for a Materials Recycling Facility (MRF) and Waste Transfer Station (WTS) at a site approximately 100m to the southwest of the site the subject of this application (ref SW/12/1211). All material considerations were fully assessed and appropriate conditions and informatives imposed. Of particular relevance was a condition imposed limiting vehicle movements to a maximum of 194 (97 in 97 out) per day. This permission is extant and remains to be implemented.

### Proposal

- 12. This application has been made to vary the terms of planning permission SW/11/548 to allow an increase in vehicle movements from 58 to 98 for a temporary period of 12 months. This would allow 20 additional HGVs to access the site each day. There would be no change to the time that deliveries are allowed to take place (i.e. 0700 to 1900 Monday to Sunday) and access to the site would remain within these permitted hours. The additional HGVs would arrived at the site empty and be loaded with the RDF which is produced at the site.
- 13. The justification given for the variation sought is that the restriction on the planning permission SW/11/548 to prohibit external storage is causing a problem in that the applicant is unable to increase the frequency of ship movements into the Dock to export the RDF at a rate that can keep up with production. The additional HGV movements sought would allow surplus RDF material to be transported to Tilbury Dock (Essex) where it can then be exported by ship. The applicant already has the infrastructure in place to export from Tilbury.
- 14. The applicant's reasoning for the acceptability of this proposal is that the permission granted at the company's site opposite (SW/12/1211) allows for an additional 194 vehicle movements. This consent which has yet to be implemented included a detailed transport assessment and permits greater HGV movements than the 40 proposed in the current application. As the 2012 permission has not been implemented, the additional allowance for 194 movements remains "unused" and the applicant has offered not to implement SW/12/1211 within the 12 month period that the additional 40 movements is sought, so that these movements would effectively be "borrowed" from the extant permission under SW/12/1211.
- 15. In response to concerns over the Highways impacts the applicant has undertaken an additional transport statement taking into account a "worst case" scenario of both sites operating at full capacity, including the additional 40 HGV movements per day at Unit 15B. Furthermore the applicant has

agreed to submit and sign a legally binding planning obligation in the form of a "Unilateral Undertaking" not to build the facilities at the adjacent MRF/WTS site (SW/12/1211) for a 12 month period following the grant of this permission (i.e. so the two developments cannot operate concurrently). (A draft document has been submitted, which Officers are currently working on).

## Planning Policy Context

- 16. The key National and Development Plan Policies most relevant to the proposal are summarised below:
  - National Planning Policy Framework, March 2012 and National Planning Policy Guidance 2014 – the government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meet the challenges of global competition and low carbon future. It is committed to ensuring the planning system does everything it can to support economic growth whilst ensuring that development is sustainable. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

In particular paragraph 122 of the Framework states: Local authorities should focus on whether the development itself is an acceptable use of the land, and the impact of the use, rather than control of processes or emissions themselves where these are subject to approval under pollution control regimes. Local Planning authorities should assume that these regimes will operate effectively.

**Planning Policy Statement 10 (PPS10)**: Planning for Sustainable Waste Management – underlines the importance of planning for and consenting the necessary number and range of facilities in order to ensure that adequate provision is made for the future management of our waste. The key aim of moving waste up the "waste hierarchy" forms the underlying objective of national policy. The proximity of waste disposed and "self sufficiency" are also expected to represent the fundamental key to securing such objectives to ensure that communities take responsibility for their own waste.

Through more sustainable waste management, moving the management of waste up the "waste hierarchy" through the descending order of reduction, re-use, recycling and composting, using waste as a resource of energy and only disposing of waste to landfill as a last resort, government aims to break the link between economic growth and the growth of waste.

• Kent Waste Local Plan (1998) – the most relevant saved policies are: W9 (Ridham area identified as suitable in principle for waste

separation and transfer), W18 (noise, dust and odour), W19 (groundwater protection), W20 (drainage, flood control and rainwater infiltration), W21 (nature conservation), W22 (provision of adequate access arrangements, W25A (reuse of existing buildings) and W31 (visual impact and landscaping).

- Kent Minerals and Waste Pre submission consultation document 2013-2030 January 2014 CSW1 (Sustainable development), CSW2 (Waste Heirarchy), DM1 (Sustainable Design), DM12 (Transportation of Minerals and Waste), DM14 (Safeguarding of Transport Infrastructure)
- The Swale Borough Local Plan (2008) the most relevant policies are summarised below:

**Policy SP1** Requires development proposals to accord with sustainable development principles.

**Policy SP2** In order to provide a robust, adaptable and enhanced environment, planning policies and development proposals will protect and enhance the special features of visual, aural, ecological, historical, atmospheric and hydrological environment of the Borough and promote good design in its widest sense. Development will avoid adverse environmental impact, but where there remains an incompatibility between development and environmental protection, and development need are judged to be the greater, the Council will require adverse impacts to be minimised and mitigated.

**Policy E2** All development proposals will minimise and mitigate pollution impacts.

**Policy E4** Where there is considered to be a risk of flooding, development proposals will be accompanied by a Flood Risk Assessment.

**Policy E12** Sites designed for their importance to biodiversity or geological conservation.

Policy B2 Provides for new employment.

**Policy B10** Ridham identified as an existing committed employment site

### Consultations

17. Swale Borough Council Raise no objection

- 18. **Iwade Parish Council** raise objection due to the increase in traffic levels, including problems with roundabouts near to Iwade Village and the A249.
- 19. **Highways Agency** No objection in principle on the basis that these movements have already been considered and allowed for although they would still like to see as much material taken out by ship as possible.
- 20. **KCC Highways and Transportation** After receiving an amended transport statement the Highways and Transportation Officer raised no objection.
- 21. Amey (Noise) Raise no objection
- 22. Natural England Views awaited
- 23. **Biodiversity** No objection subject to agreement seeking to prevent development under SW/12/1211 being implemented for the temporary period sought.

#### Local Member

24. The two local County Members were notified on the 28 November 2013. No comments have been received.

### Publicity

25. The application was advertised by site notice and in the local newspaper.

### Representations

26. No representations have been received.

### Discussion

- 27. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. Material planning considerations include the National Planning Policy Framework (NPPF) and Planning Practice Guidance, which promotes sustainable development and the regional and local plan policies set out above together with PPS10. The application is being reported as a result of the Parish Council's objection relating to increased traffic levels on the local highway network.
- 28. The site already operates under the benefit of an existing permission and issues such as the principle of development, need, noise, dust, ecology and flood risk were all addressed in the original application SW/11/548 and found

to be acceptable. The main issue for consideration on this current application is the impact of increased 40 HGV vehicle movements from 58 to 98 per day for a temporary period of 12 months. Should permission be granted, conditions imposed on the original application to address amenity impacts would be applied to any new consent. The site and Ridham Dock is identified as a location in planning policy terms as acceptable in principle for sustainable waste management development.

## **Previous Application**

- 29. In the original application (SW/11/548), access for the delivery of commercial and industrial waste for the MRF and RDF was proposed by road via the A249. There are two access points which link a private spine road that traverses the Ridham Dock Industrial Estate from the A249; one from the west assuming vehicles would exit the A249 at the roundabout with Old Ferry Road which leads into Sheppey Way, continuing on into the Ridham Dock Industrial Estate; the other to the south west via the Grovehurst Junction leading onto Barge Way and Swale Way.
- 30. Concerns were raised on that original application over the potential adverse impacts from lorry traffic on the local road network in terms of the existing capacity available. The Transport Statement accompanying the earlier application considered the extant trip generation of the previous industrial use of Unit 15B (as Use Class B8: Storage Warehouse or Use Class B2: General Industrial Operations both of which were known to have taken place in the building in the past), using TRICS database based on a building footprint of some 2,895 sq. metres. It was assumed the extant use of Unit 15B could be expected to generate in the region of 5 movements during the peak hours which, during the course of a 12 hour period, could generate in the region of 37 trips (74 two-way movements). As a result, the Transport Statement identified that the proposed development was likely to result in a similar trip generation pattern during peak hours (07:00 to 19:00).
- 31. Kent Highways and Transportation (KHT) accepted that in terms of traffic generation, the transport impacts of the proposed use were expected to be virtually the same as that of the extant use, and raised no objection. KHT recommended that limits be placed on the volumes of commercial and industrial waste to be imported to the site and the number of HGV movements allowed per annum, reflecting the details set out in the Transport Statement. In this respect, a cap of 58 HGV movements (29 in, 29 out) was considered reasonable to allow for daily variations likely to occur, over and above the anticipated 48 HGV movements per day set out in the applicant's Transport Statement.
- 32. KHT further recommended that the total volume of imported waste to the site should be capped at 125,000 tpa (100,000 tpa for the RDF and 25,000 tpa for the MRF) as detailed in the application. They also recommended that a cap be placed to allow a maximum of 14,000 tpa of processed material to be

transported away from the facility by road in recognition of the amount that could be transported by ship. However it was not considered necessary to cap the total amount of material taken away from the facility by road. Instead, planning conditions restricting the total tonnage of waste imported to the facility per annum, together with limiting the daily maximum number of HGVs was considered sufficient to secure compliance with the Transport Statement as submitted by the applicant. Furthermore, it was considered appropriate to restrict the hours of HGV movements to/from the site to between the hours of 07:00 and 19:00 seven days per week, as detailed in the application.

- 33. The Highways Agency raised no objection to the application subject to the total volume of material through the site being controlled by planning condition.
- 34. It was not considered that an objection on highway grounds was justified and that all relevant matters could be controlled by way of appropriately worded planning conditions. The export of RDF product from the facility by ship was also supported as was the site's appropriate location within the Dock.

## Proposed Variation

### <u>Highways</u>

- 35. The applicant has emphasised that the extant permission under SW/12/1211 would not be implemented during the 12 month period for which the increased variation in vehicle movements would last. Nonetheless, in order to assess the cumulative impact from the operation of the applicant's two sites, the applicant has submitted a supplementary transport statement in order for a "worst case" scenario of both sites being fully operational, to be assessed.
- 36. The applicant has used up to date data taken from the transport assessment submitted under SW/12/1211. It focuses on impacts on Grovehurst Roundabout, using basic traffic data, including committed development in the area that was obtained in order to present a base on which to undertake a cumulative traffic assessment. Junction capacity modelling at the Grovehurst Junctions has determined that they are expected to operate below their theoretical capacity limits in both peak periods, when subject to all modelled 2015 scenarios. The results also confirm that the effect of the temporary development traffic would be indiscernibly small in the context of the capacity of the Grovehurst Roundabouts. The assessment concludes that the theoretical link capacity of the A249 allows a sufficient reserve capacity to accommodate the temporary increase in traffic generated by the application site and the traffic generated by the adjacent SITA UK site on the Kings Ferry Bridge. KHT are satisfied that the methodology used in the Transport Assessment to model the worst-case scenario for traffic flows, and how this will affect the capacity of the relevant junctions, is appropriate. The survey data used to outline the baseline traffic flows, and the approach used to

derive the flows for the committed developments is appropriate. Additionally, it considers that the resultant cumulative traffic flows provide a robust assessment, as the combination of surveyed and derived traffic flows does not account for any double counting from committed developments that may already be operating, and were therefore included within the surveyed data.

- 37. KHT state that the capacity calculations undertaken show that the Grovehurst junction should operate within acceptable limits during the AM and PM peaks periods of the highway network, with the worst case still retaining 19% reserve capacity. When considering that the proposed development would only contribute a 0.01% increase in the total number of vehicles passing through the junction, the impact would be imperceptible and not one where it can be justified in refusing planning permission.
- 38. In terms of all other considerations, the principle of development, need, noise, dust, ecology and flood risk were addressed in the original application SW/11/548 and found to be acceptable. However the Applicant resubmitted the original noise assessment as a supporting document to their proposals and so it is appropriate to seek the views of our noise consultants on the likely impacts from the proposed additional vehicle movements (their comments are set out below). There is no proposed change to operating practices, waste types or tonnages. The relevant consultees have been re-consulted regarding the additional HGV movements and save for the Parish Council each has raised no objection.

### <u>Noise</u>

39. The Council's Environmental consultants, Amey has considered the acoustic report submitted by the applicant. They have compared the data with the submitted transport assessment, which calculates that on average, as a result of the new proposal, there will be an additional traffic flow of 4 two-way HGV movements per hour, which equates to an increase in noise to around +0.4dB(A). Amey advised that even in the unlikely event that all 40 movements were to occur at the same time, the noise would increase to 3.0dB(A). This increase is considered so minimal so as to not affect ambient noise levels which were recorded at the receptors and that "no significant impact" in terms of noise will arise from this proposal. On this basis, I am satisfied that the proposal accords with development plan policy.

# **Ecology**

40. In terms of ecology, whilst it is acknowledged that the site is surrounded by international designated sites, no objections were raised by the KCC's Biodiversity team or Natural England under the original application (SW/11/548) or SW/12/1211, subject to appropriately worded conditions. No objection is raised by the County Council Biodiversity Officer to this current

application, subject to a commitment that the extra HGV movements do not take place concurrently with the unimplemented permission SW/12/1211 or evidence is demonstrated that the cumulative impact upon biodiversity interests of the additional movements is acceptable. Unlike the highway assessment, the applicant has not submitted further biodiversity evidence to demonstrate that the cumulative effects of this proposal are acceptable. It is relying upon its commitment not to work the two developments concurrently so that there is no worsening of the impacts upon the designated sites. To address the concerns raised by the Biodiversity Officer, the applicant has agreed to enter into a unilateral undertaking; a legal commitment not to implement permission SW12/1211, for the period of time sought for the increase in vehicle traffic. Natural England's views are awaited and will be reported verbally at the meeting.

41. Given the views of consultees and the applicant's commitment not to build the facilities permitted under the earlier consent with its approved 194 movements at the same time as the 40 movements proposed in this application, I am satisfied that the proposed increase in traffic movements will not give rise to unacceptable impacts upon biodiversity interests and note that for the 12 month period sought, movements would be less than those afforded by the implementation of planning permission SW/12/1211.

### Economic Impact

42. The justification for the development arises from the inability to store material externally at the site and that material is currently being produced at a greater rate than the Dock's shipping timetable permits. The alternative to permitting additional HGV movements would be to consider (by way of a further planning application) additional storage which may have greater environmental impact or for the company to reduce production. The latter is contrary to the objectives of the NPPF which seek to promote economic development where it is sustainable.

# Conclusion

43. Notwithstanding the objection raised by the Parish Council on highway grounds, subject to a commitment not to implement the approved 194 HGV movements on the adjacent site at the same time as this development, I can see no overriding grounds upon which to withhold planning permission. Consent is being sought for a relatively minor increase in traffic movements which does not give rise to overriding amenity impacts, including the impact at the Grovehurst Junction. There are no changes to operating practices, waste streams and tonnages and all other controls and safeguards imposed on the earlier consent for the MRF and the RDF facility (SW/11/548) would be incorporated into a new consent. I therefore conclude that the proposal is sustainable development and recommend accordingly.

### Recommendation

44. I RECOMMEND that SUBJECT to the satisfactory completion of a UNILATERAL UNDERTAKING (within 3 months of the date of this permission) not to implement planning permission SW/12/1211 for the 12 month period covered by this application (SW/13/1495) TEMPORARY PERMISSION BE GRANTED for 12 months to vary condition 9 of planning consent SW/11/548, subject to all original conditions and informatives with the exception of condition 9, which should now restrict HGV vehicle movements to 98 (49 in and 49 out).

Case Officer: Harry Burchill

Tel. No. 01622 221058

Background Documents: see section heading.