

FLINTSHIRE COUNTY COUNCIL

REPORT TO: **PLANNING COMMITTEE**

DATE: **17th JULY 2024**

REPORT BY: **CHIEF OFFICER (PLANNING, ENVIRONMENT AND ECONOMY)**

SUBJECT: **FULL APPLICATION FOR AN UPWARD EXTENSION OF 2.6 METRES TO THE EXISTING PM2 BUILDING AT SHOTTON PAPERMILL FOR 990SQ.M**

APPLICATION NUMBER: **FUL/000369/24**

APPLICANT: **SHOTTON MILL LIMITED**

SITE: **SHOTTON PAPERMILL, WEIGHBRIDGE ROAD, DEESIDE INDUSTRIAL PARK, FLINTSHIRE, CH5 2UL**

APPLICATION VALID DATE: **15TH MAY 2024**

LOCAL MEMBERS: **COUNCILLOR R MANSELL**
COUNCILLOR D OWEN

TOWN/COMMUNITY COUNCIL: **CONNAH'S QUAY TOWN COUNCIL**

REASON FOR COMMITTEE: **DUE TO THE SCALE OF THE DEVELOPMENT**

SITE VISIT: **NO**

1.00 SUMMARY

- 1.01 This application seeks planning permission for the erection of an upward extension of 2.6 metres of an existing building at Shotton Papermill.
- 1.02 As Members may recall, planning permission was granted in 2022 for the redevelopment of the existing papermill facility (reference FUL/000011/22) known as the main site and expansion of the site into land off Weighbridge road known as the A4 expansion. Work has commenced on the redevelopment.

- 1.03 The above planning permission granted consent on the same land for the erection of new corrugating machine building with associated infrastructure which is notably bigger than the building subject to this application.
- 1.04 The proposed upwardly expansion would result in a building 25 metres in height above ground which is not insignificant. However, it would still be lower than the proposed buildings under construction within the main site and those on neighbouring Parc Adfer and the wider Deeside Industrial Park. In terms of landscape character the proposed scale is considered acceptable, and in both environmental and visual terms the impact is considered lesser than that previously approved.
- 1.05 The current application is considered significant to the ongoing redevelopment of Shotton Papermill which is an economically significant business in the Deeside Industrial Park area. The principle of industrial development is supported by Policy PE2 of the Flintshire Local Development Plan and the proposal accords with this policy.
- 1.06 Matters including ecological implications and highway safety have been fully assessed and are considered compliant with local and national planning policy. No objections have been received from any statutory consultee. The application has been referred to planning committee as the proposed height exceeds that which would allow for a delegated decision.
- 1.07 It is therefore recommended that Members endorse the recommendation to approve the application subject to the conditions as outlined at Paragraph 2.01 of this report.

2.00 RECOMMENDATION: TO GRANT PLANNING PERMISSION, SUBJECT TO THE FOLLOWING:-

- 2.01
1. The development hereby approved shall be commenced before the expiration of five years from the date of this permission.
 2. The development shall be carried out in accordance with the following approved plans and documents:
 - Covering letter
 - Existing Roof Plan Part A - 1141-120-MG-107
 - Existing Roof Plan Part B - 1141-120-MG-108
 - Existing Roof Plan Part C - 1141-120-MG-109
 - Proposed Roof Plan Part A - 1141-120-MG-110
 - Proposed Roof Plan Part B - 1141-120-MG-111
 - Proposed Roof Plan Part C - 1141-120-MG-112

- Bale Handling Bldg Ground Floor Plan - 1158-110-MU-001 Rev 3
- Reel Storage Bldg Ground Floor Plan A - 1158-130-MU-001 Rev 3
- Reel Storage Bldg Ground Floor Plan B - 1158-130-MU-002 Rev 3
- Existing Site Plan
- Proposed Site Plan
- Location Plan
- Existing Front Elevation - 1141-120-MG-106
- Existing & Proposed East & West Elevations - 1141-120-MG-113
- Existing & Proposed South Elevations - 1141-120-MG-114

3. No development or phase of development shall commence until an updated Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority.

3.00 CONSULTATIONS

3.01 **Local Members:** No responses received at time of writing report

Connah's Quay Town Council: No objections to the proposal provided it complies with planning policy

Highways Development Control: No objections

Community and Business Protection: No objections

Natural Resources Wales: No objections but recommend the imposition of a condition relating to the submission of an updated Construction Environmental Management Plan (CEMP).

Airbus: No objections

4.00 PUBLICITY

4.01 A Site Notice was posted adjacent to the site. No responses were received at the time of writing report

5.00 SITE HISTORY

5.01 There is an extensive planning history associated with this site but the most relevant consents are listed below:

FUL/000011/22 – Redevelopment and expansion of former UPM Shotton Paper Mill site comprising 82 hectares of new paper factory buildings and processing plant and associated landscaping, offices, access and parking – Approved 26th October 2022

6.00 PLANNING POLICIES

6.01 Flintshire Local Development Plan

Policy STR2: The Location of Development

Policy STR4: Principles of Sustainable Development, Design and Placemaking

Policy STR5: Transport and Accessibility

Policy STR8: Employment Land Provision

Policy STR13: Natural and Built Environment, Green Networks and Infrastructure

Policy STR14: Climate Change and Environmental Protection

Policy PC1: The Relationship of Development to Settlement Boundaries

Policy PC2: General Requirements for Development

Policy PC3: Design

Policy PC4: Sustainability and Resilience of New Development

Policy PC5: Transport and Accessibility

Policy PE2: Principal Employment Areas

Policy EN4: Landscape Character

Policy EN6: Sites of Biodiversity Importance

Policy EN16: Development on or near Landfill Sites or Derelict and Contaminated Land

Policy EN18: Pollution and Nuisance

Adopted Supplementary Planning Guidance

SPGN No. 8 – Nature Conservation and Development

SPGN No 3 – Landscaping

SPGN No 8 – Nature Conservation and Development

SPGN No. 11 – Parking Standards

National Planning Policy

Planning Policy Wales Edition 12

Future Wales – The National Plan 2040

TAN 5: Nature Conservation & Planning

TAN 11: Noise

TAN 12: Design

TAN 18: Transport

TAN 23 - Economic development

7.00 PLANNING APPRAISAL

7.01 Introduction

This application seeks planning permission for the proposed upwardly extension of a building known as PM2 at Shotton Papermill by 2.6 metres.

7.02 Site Description

The overall site comprises the operational Shotton Mill paper manufacturing facility, formerly owned and operated by UPM (the

Main Site) together with adjoining vacant brownfield land (the Expansion Site, also known as the A4 land). The land subject of this application sits roughly in the middle of the main site.

- 7.03 The site is situated within the Deeside Industrial Park close to the Dee Estuary. The Dee Estuary is subject to a number of national and European wildlife designations. The site is located within the Wrexham & Deeside National Growth Area as defined by Future Wales: The National Plan 2040.
- 7.04 The site lies to the south of the A548 dual carriageway, with access to the A548 being via a local distributor road that serves the Deeside Industrial Park. Vehicular access to the site is from a roundabout junction on the A548 via Weighbridge Road forming part of the Deeside Industrial Park. The A548 dual carriageway links to the A55.
- 7.05 The surrounding area of Deeside Industrial Park is occupied by a number of large-scale manufacturing and energy generation facilities.
- 7.06 **Proposed Development**
This application proposes a 2.6 metre upward roof extension to an existing building. This extension will enable the installation of machinery which will allow the site to produce tissue. Under the extant planning permission FUL/000011/22 for the redevelopment of the entire papermill site, the PM2 building (subject of this application) was previously due to be demolished. The proposal is to now utilise this building and extend it upwards by 2.6 metres. The applicant contends that without the upward extension, the building will not have a purpose on site and will need to be demolished.
- 7.07 The proposed building height is 25 metres above ground level which although high, the building will still be smaller in comparison to its surrounding buildings. The footprint of the building will not be altered. It is proposed that materials will match the existing cladding and roof and compliment the other buildings on site. No new access arrangements are proposed, with access to the main site works facilitated through existing infrastructure.
- 7.08 **Principle of Development**
The application site lies within a Principal Employment Area (Deeside Industrial Park) by virtue of policy PE2.11. Through policy PE2 it is considered that by identifying key areas where primarily existing employment development can be safeguarded and where new employment development in relation to this can be focussed, the LPA will generally be supportive subject to compliance with other material considerations. The policy is applicable to the use of land, new build, conversion, redevelopment and extension or expansion.

- 7.09 The policy permits B1, B2 and B8 development provided that the development is of an appropriate type and scale for both the site and its surroundings and satisfies other Plan policies.
- 7.10 The site has the benefit of a planning permission (FUL/000011/22) for the redevelopment and expansion of the former papermill and therefore the principle of employment development is established on the site. Given that the proposed development sits within a major consented development parcel the proposal is considered compliant with policy PE2 of the LDP and acceptable in principle.
- 7.11 Highway Safety
The application does not propose any new access arrangements. The existing PM2 building which is proposed to be upwardly extended forms part of the main site works, and will be accessed via the existing access of Weighbridge Road.
- 7.12 No objections have been received from the Highways Development Control section.
- 7.13 Ecological Implications
The application site lies within:
- 280m of the Dee Estuary (Wales) SAC / SPA / Ramsar site
 - 1.4km of the River Dee and Bala Lake SAC
 - 280m of the Dee Estuary SSSI
 - 290m of the Shotton Lagoons and Reedbeds SSSI
 - 1.4km of the Inner Marsh Farm SSSI
 - 1.5km of the Afon Dyfrdwy (River Dee) SSSI
- 7.14 The footprint of the proposed development is outside of the above protected sites. Accordingly advice received from Natural Resources Wales in their consultation response relate to potential secondary effects upon their features, some of which are mobile species.
- 7.15 A Construction Environmental Management Plan (CEMP) was submitted with application FUL/000011/22 and is detailed by the applicant as being a live document which is updated with each phase of development. In order to ensure that appropriate mitigation measures are applicable to this proposed development it is recommended that a suitably worded condition requiring the submission of an updated CEMP be imposed.
- 7.16 The proposed works fall within the overall footprint of the site redevelopment and accordingly no concerns are raised about increased noise or visual disturbance to overwintering bird features of the Dee Estuary SPA/Ramsar site. It is considered that the applicant has evidenced the low numbers of qualifying species

present within and close to the site boundaries appropriately. Natural Resources Wales welcome the measures relating to downlighting and reducing the potential impacts of light pollution.

7.17 Although this application, by virtue of its nature of an upwardly extension has no additional impact on green infrastructure, the proposal must demonstrate how net biodiversity benefit can be achieved. A site wide Landscape and Ecological Management Plan (LEMP) has been approved as part of the wider redevelopment which follows the step wise approach in terms of providing biodiversity net gain. Accordingly, with this provision it is considered that the proposal is compliant with local and national planning policies with regards to ecological matters.

7.18 Landscape Character

The character of the site is largely industrial with the visual setting of large scale industrial and infrastructure based development close to the River Dee as its backdrop. Accordingly whilst the proposed increase in building height to 25 metres is high, taken in context with other buildings at the site, neighbouring Parc Adfer, and surrounding units such as Deeside Power Station the overall scale is not considered inappropriate in this location.

7.19 In terms of appearance the proposed re-use and extension of the existing building rather than its demolition and replacement with a significantly larger corrugater machine building as currently approved actually could be seen as visual betterment. The proposed tissue machine and associated structures cover a notably smaller area and make use of existing infrastructure.

7.20 The proposed new tissue machine is considered to have lower environmental impacts and less impact on the local character compared to the approved plans for the corrugation machine.

8.00 CONCLUSION

This application seeks to re-use and upwardly expand an existing building known as PM2 to facilitate its use for a tissue machine. The building sits within the main site which is currently under redevelopment.

8.01 Although the proposed building height is not insignificant, the existing industrial backdrop and heights of adjacent buildings and infrastructure at neighbouring Parc Adfer, Deeside Power Station and Deeside Industrial Park is such that the building will not cause any visual harm. The re-use of the building is considered an environmental betterment as it avoids a demolition and rebuild.

8.02 With no objections from statutory or third party consultees it is considered that the application is fully compliant with both local and national planning policy and I therefore recommend that planning

permission is granted subject to the imposition of conditions as set out within paragraph 2.01 of this report.

8.03 Other Considerations

The Council has had due regard to its duty under Section 17 of the Crime and Disorder Act 1998 and considered that there would be no significant or unacceptable increase in crime and disorder as a result of the recommended decision.

The Council has acted in accordance with the Human Rights Act 1998 including Article 8 of the Convention and in a manner which is necessary in a democratic society in furtherance of the legitimate aims of the Act and the Convention.

The Council has had due regard to its public sector equality duty under the Equality Act 2010.

The Council has had due regard to its duty under Section 3 of the Wellbeing of Future Generations (Wales) Act 2015 and considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the recommended decision.

LIST OF BACKGROUND DOCUMENTS

Planning Application & Supporting Documents
National & Local Planning Policy
Responses to Consultation
Responses to Publicity

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