

**FLINTSHIRE COUNTY COUNCIL**

**REPORT TO:** **PLANNING COMMITTEE**

**DATE:** **20<sup>th</sup> NOVEMBER 2024**

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

**SUBJECT:** **FULL APPLICATION FOR A NEW TISSUE MACHINE FACILITY AND ASSOCIATED STRUCTURES AT SHOTTON PAPER MILL**

**APPLICATION NUMBER:** **FUL/000353/24**

**APPLICANT:** **SHOTTON MILL LIMITED**

**SITE:** **SHOTTON PAPERMILL, WEIGHBRIDGE ROAD, DEESIDE INDUSTRIAL PARK**

**APPLICATION VALID DATE:** **17<sup>TH</sup> JUNE 2024**

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

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

**REASON FOR COMMITTEE:** **HEIGHT OF THE PROPOSED DEVELOPMENT EXCEEDS SCHEME OF DELEGATION**

**SITE VISIT:** **NO**

**1.00 SUMMARY**

- 1.01 This is a full application for the proposed erection of a new tissue machine facility on land at Shotton Papermill, Weighbridge Road, Deeside Industrial Park. The application has been referred to planning committee as the proposed height exceeds that criteria as set out in the scheme of delegation.
- 1.02 Members may recall that planning permission was granted for the redevelopment of the papermill, including the expansion of the site. The applicant seeks to bring forward the development of one of the

approved tissue machine facilities by utilising and extending an existing building on the main site.

- 1.03 The development is considered compliant with local and national planning policy and all material considerations have been assessed as acceptable. 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:
    - Pre-Application Consultation Report
    - Application Form
    - Proposed Elevations - Dwg 1141-120-MG-104
    - Covering Letter
    - Request for screening letter
    - Location Plan
    - Landscape & Ecological Management Plan
    - CEMP
    - Appendix 8 - Traffic Management
    - Appendix 7 - Hazardous Material Management
    - Appendix 6 - Preliminary Work Programme
    - Appendix 5 - Waste Management Procedure
    - Appendix 4 - Spill Response Procedure
    - Appendix 10 - Geoenvironmental Interpretative Report for Phase 1 - Part 2
    - Biosecurity Condition 8
    - Construction Traffic Management Plan
    - Appendix 10 - Geoenvironmental Interpretative Report for Phase 1 - Part 1
    - Appendix 10 - Geoenvironmental Interpretative Report Part 3
    - Appendix 10 - Geoenvironmental Interpretative Report for Phase 1 - Part 4
    - Proposed Tissue Machine Floor Plan C - Dwg 1141-120-MU-009
    - Proposed Tissue Machine Floor Plan B - Dwg 1141-120-MU-008
    - Proposed Tissue Machine Floor Plan A - Dwg 1141-120-MU-007

- Proposed Tissue Machine Floor Plan C - Dwg 1141-120-MU-006
- Proposed Tissue Machine Floor Plan B - Dwg 1141-120-MU-005
- Proposed Tissue Machine Floor Plan A - Dwg 1141-120-MU-004
- Proposed Tissue Machine Floor Plan C - Dwg 1141-120-MU-003
- Proposed Tissue Machine Floor Plan B- Dwg 1141-120-MU-002
- Proposed Tissue Machine Floor Plan A - Dwg 1141-120-MU-001
- Proposed Roof Plan - Dwg 1141-120-MG-105
- Proposed Site Plan - Dwg 1141-120-MG-102
- Existing Site Plan - Dwg 1141-120-MG-101
- Appendix 3 - Reptile Mitigation Strategy
- Proposed Process Water System - Dwg SPM-ARUP-01-ZZ-M2-CU-008103
- Proposed Hydrant System - Dwg SPM-ARUP-01-ZZ-M2-CU-00810
- Proposed Water System - Dwg SPM-ARUP-01-ZZ-M2-CU-008101
- Proposed Stormwater Drainage Profiles 2 - Dwg SPM-ARUP-01-ZZ-M2-CU-003602
- Proposed Stormwater Drainage Plan 3 - Dwg SPM-ARUP-01-ZZ-M2-CU-003104
- Foulwater Drainage Profiles - Dwg SPM-ARUP-01-ZZ-M2-CU-002601
- Proposed Foulwater Drainage Plan - Dwg SPM-ARUP-01-ZZ-M2-CU-002101
- Proposed Oil & Sand Separator Detail – Dwg SPM-ARUP-01-ZZ-M2-CU-000703
- Proposed Site Layout with Services – Dwg H2991-12000 - Rev AV
- Proposed Stormwater Drainage Profiles - Dwg SPM-ARUP-01-ZZ-M2-CU-003601
- Proposed Stormwater Drainage Schedule - Dwg SPM-ARUP-01-ZZ-M2-CU-003301
- Proposed Stormwater Drainage Plan 3 - Dwg SPM-ARUP-01-ZZ-M2-CU-003105
- Proposed Stormwater Drainage Plan 2 - Dwg SPM-ARUP-01-ZZ-M2-CU-003103
- Proposed Stormwater Drainage Plan - Dwg SPM-ARUP-01-ZZ-M2-CU-003102
- Proposed Stormwater Hydraulic Plan - Dwg SPM-ARP-01-ZZ-M2-CU-003101 - Rev P01
- Proposed Stormwater & Foulwater Manholes Details – Dwg SPM-ARUP-01-ZZ-M2-CU-000702

- Proposed Stormwater & Foulwater Manholes Plan & Sections – Dwg SPM-ARUP-01-ZZ-M2-CU-000701
  - Proposed Ponds & Lagoon Plan
  - Proposed Infrastructural Road & Site Plan – Dwg 1080-000-AY-001 - Rev 2
  - Proposed Infrastructural Foulwater System Profiles – Dwg 1080-000-AK-003 - Rev 1
  - Proposed Infrastructural Plan Sewage Water Discharge Plan - Dwg 1080-000-AK-001- Rev 2
  - Proposed Infrastructural Rainwater System Profiles 2 – Dwg 1080-000-AD-008 - Rev 1
  - Proposed Infrastructural Rainwater System Profiles – Dwg 1080-000-AD-007 - Rev 1
  - Proposed Infrastructural Rainwater Discharge Plan – Dwg 1080-000-AD-001-03- Rev 3
  - Proposed Infrastructural Landscape Masterplan – Dwg 410.12593.00002.0002.001
  - Proposed Temporary Car Park Plan
  - Appendix 3 - Stockpile Location
  - Infrastructure Design Development Report
  - Main site summary
  - Lagoon Summary
  - Appendix 9 - Arboricultural Implications Assessment - Part 3
  - Appendix 9 - Arboricultural Implications Assessment - Part 2
  - Appendix 9 -Arboricultural Implications Assessment -Part 1
  - Condition 8. Appendix 2 - Biosecurity & Risk Assessment
  
  - Appendix 1 - Habitat Regulations Assessment
  - Planning. Design & Access Statement
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.
  4. No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network
  5. Prior to the occupation a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved

verification plan to demonstrate that the site remediation criteria have been met. It shall also include a long-term monitoring and maintenance plan for longer-term monitoring of pollutant linkages, maintenance, and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be carried out in accordance with the approved details.

6. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a remediation strategy detailing how this unsuspected contamination shall be dealt with has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be carried out as approved
7. No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.
8. No development shall commence until details of piling or any other foundation designs using penetrative methods sufficient to demonstrate that there is no unacceptable risk to groundwater have been submitted to and approved in writing by the Local Planning Authority. The piling/foundation designs shall be implemented in accordance with the approved details

### **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).

**Natural England:** Requested that an updated Habitats Regulations Assessment (HRA) be completed to consider the impact on wildlife and protected species

**North Wales Wildlife Trust:** Raises concerns that the proposed development doesn't provide any net biodiversity benefit but recognises that due to previous consents and the existing facilities there is a limit to how much on-site biodiversity compensation can be achieved.

**Dwr Cymru/Welsh Water:** No objections

**Airbus:** No objections

**North Wales Fire and Rescue Authority:** 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 erection of a new tissue machine facility and associated structures on land at Shotton Papermill.

### 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 to the north of the Main site, adjacent to Weighbridge Road.

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  
Planning permission was granted under reference FUL/000011/22 for a range of redevelopment of the Papermill site, to include the erection of three new tissue machines on the A4 expansion site (located to the North of Weighbridge road). However the applicant is now seeking to bring forward the development of one of those machines within the existing Main site and intends to replace the approved corrugating machine building with this new development.
- 7.07 The proposed area of land covered by the new facility and associated structures would cover 0.7ha which is smaller than the approved corrugating machine building. The main building will be formed partly from the existing PM2 building which will be extended outwardly and upwardly to allow for the new facility.
- 7.08 The height of the proposed new building will be 31.85 metres which is comparable to the consented buildings which when constructed are of a similar height. The design of the building and associated structures proposes a palette of materials which are similar to the consented buildings.
- 7.09 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.
- 7.10 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.
- 7.11 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.

- 7.12 Highway Safety  
The application does not propose any new access arrangements or require any additional car parking provision above that already consented under the redevelopment.
- 7.13 No objections have been received from the Highways Development Control section.
- 7.14 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
- 7.15 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. Following consultation with Natural England a Habitats Regulations Assessment (HRA) has been completed by the Council which assesses the likely impacts of the development, both during construction and operational phases on protected species.
- 7.16 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.
- 7.17 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 above and beyond that already assessed. It is considered that the applicant has evidenced the low numbers of qualifying species present within and close to the site boundaries appropriately.
- 7.18 Natural Resources Wales welcome the measures relating to downlighting and reducing the potential impacts of light pollution.
- 7.19 In terms of the impact of the development on Green Infrastructure 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.

- 7.20 Therefore, despite the concerns raised by the North Wales Wildlife Trust, with this provision it is considered that the proposal is compliant with local and national planning policies with regards to ecological matters.
- 7.21 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 building is significant in terms of scale, taken in context with other buildings at the site both existing and under construction, neighbouring Parc Adfer, and surrounding units such as Deeside Power Station the overall scale is not considered inappropriate in this location.
- 7.22 The proposed building and ancillary structures are designed to complement the existing and proposed buildings within the papermill site through the incorporation of sympathetic material palette and building form.

## **8.00 CONCLUSION**

This application seeks the erection of a new tissue machine facility and associated structures. The proposed building sits within the main site which is currently under redevelopment. The existing PM2 building will be extended upwardly and outwardly to allow for the new machine.

- 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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