

PLANNING APPLICATION REPORT

Case Officer: Clare Stewart

Parish: Ivybridge **Ward:** Ivybridge East

Application No: 2519/19/DCC

Agent/Applicant:

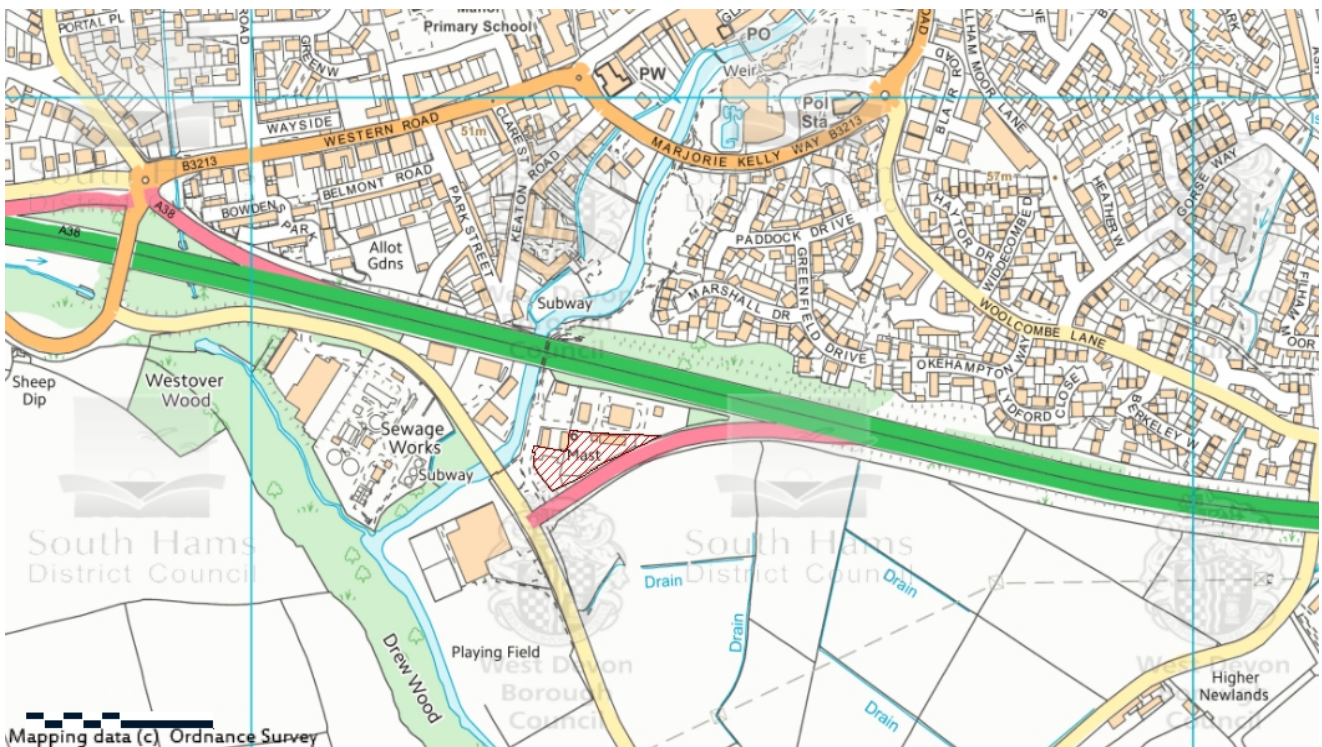
MJCA
Badesley Colliery Offices
Main Road
Baxterley
Atherstone
CV9 2LE

Applicant:

FCC Recycling (UK) Limited
3 Sidings Court
White Rose Way
Doncaster
DN4 5NU

Site Address: Ivybridge Council Depot, Ermington Road, Ivybridge, Devon, PL21 9ES

Development: County Matters application for change of use from vehicle depot (B8) to waste transfer station (Sui Generis). Including land previously used as householder waste recycling centre. Building works to include demolition of existing storage building and construction of waste transfer station building and associated litter netting



Reason item is being put before Committee

SHDC is the landowner.

Recommendation: SHDC declares its interest in the site as the landowner and that it has a contractual agreement with Applicant (FCC) for the delivery of waste services and that this application is directly related to the Council's own waste strategy.

In its role as statutory consultee to this application process the Council raises no objection subject to Devon County Council as Waste Planning Authority ensuring adequate measures are put in place to manage and mitigate highway and environmental impacts.

Key issues for consideration:

The Committee is advised that SHDC is not the determining authority for this proposal. The views of the Committee will be forwarded to Devon County Council for due consideration during its determination of the application as the Minerals and Waste Planning Authority.

Site Description:

The site is located on the southern edge of Ivybridge on the south side of the A38. The westbound slip-road from the A38 (to exit for Ivybridge) runs along the southern boundary of the site. The site itself comprises an existing vehicle depot which is accessed from the public highway to the west. The western edge of the site including part of the access lies within Flood Zone 2. There is mature vegetation screening the site from the public highway to the west and south. Existing built form is utilitarian in appearance, with the site being previously used as a Household Waste Recycling Centre. It is currently used as a vehicle depot for the storage and maintenance of vehicles.

The Proposal:

Change of use from vehicle depot (B8) to waste transfer station (Sui Generis). Works to include demolition of existing storage building and construction of a purpose built Waste Transfer Station (WTS) for the storage of kerb side collected household waste prior to onward transfer. The WTS would provide a facility to bulk up paper, card, glass, plastic, cans and food waste and would be delivered to the site pre-sorted. The WTS building would be sited close to the northern site boundary with vehicle parking to the south. The proposed building would measure approximately 22.5m x 15m x 7m to the rear with a mono-pitch roof rising to 8.57m on the front (south) elevation. The building would be clad in plastic coated steel cladding (Blue RAL 5010) with four roller shutter doors on the south elevation. The existing grounds maintenance containers would be relocated to the eastern area of the site. The existing office building would be retained and used by staff associated with the WTS operations.

Approximately twelve waste collection vehicles would deliver waste to the site with a further thirteen vehicles continuing to use the site as a depot only. Articulated lorries would collect bulked up waste approximately four times per day (once per day for the card, food waste and plastic, and every other day for the glass and paper).

The application has been submitted to DCC by FCC Recycling (UK) Limited, who currently manage a waste collection contract for SHDC and WDBC. The building is on an existing waste transfer site and is being built by the Council's existing waste contractor to facilitate the move to the Devon aligned service. The Devon aligned service means that the Council will be collecting more items for recycling, more frequently, and enables the Council to stop using single use plastic sacks for collections which cannot currently be recycled. It is an intrinsic part of the Devon Waste Strategy of which the Council is a partner authority and is designed to maximise recycling whilst minimising residual (grey bin) waste. The changeover date for the new service to commence has been agreed by Council as 28th September 2020.

Consultations/Representations:

The following responses have been submitted directly to DCC:

- County Highways Authority – No objection – *“The Highway Authority notes the level of traffic proposed as set out in the submitted Transport Statement and has no objections. The plans indicate the vehicle crossing at the access will be resurfaced in tarmac construction. This will require a S184 licence following any planning approval.”*
- Ivybridge Town Council – *“Ivybridge Town Council objects to the provision of a Waste Transfer Station in the proposed location, the reasons are set out below:*

Highway Safety

The separated waste will be stored on site, bulked up and removed separately using articulated lorries. Traffic volumes will impact on the traffic network by the significant increase, resulting in approximately 12 waste collection vehicles per day delivering waste to the site, with articulated lorries collecting bulked up waste from the site a further 4 times per day.

Whilst the timings of the movements of the HGVs may not be in “normal” peak times the nature of traffic movements around Ivybridge is changing quite significantly. Because of the pressure on Western Road, cars with students from the College use Godwell Lane and Ermington Road to access the A38 and queues form from 3.30pm to 4pm – likely to be the times when the HGVs with bulked up waste are manoeuvring off site. More detailed studies of the traffic movements in the vicinity will be essential to reflect the increase in traffic arising from 1000 new homes under construction, as well as developments to the south at Modbury who similarly use the Ermington Road.

Ermington Road is very busy and congested on Saturday mornings when football matches take place at the Erme Playing Fields opposite the proposed location. There is significant increased activity due to vehicles parked along the road and youths walking to and from the playing fields. Articulated lorries travelling to and from the Waste Transfer Station in addition to this could create a hazardous situation.

Section 3.3 of the Transport Statement highlights that visibility onto Ermington Road is restricted to the right due to the parked vehicles and has reduced carriageway width. If this application is approved steps should be taken to mitigate this by removal of the parked vehicles.

The Erme Plym Trail, a public right of way (PRoW), passes the site entrance. This is not conducive to the safety of pedestrians, nor is it aesthetically pleasing on the entrance to the town for tourists and pedestrians in general.

INP7 Traffic and movement, of the adopted Ivybridge Neighbourhood Plan advises that developments proposals should improve cycling and walking opportunities “especially along the river corridor”. This proposal is the complete opposite of this policy.

Car Parking

The proposal allocates 12 car parking spaces for 61 workers. This is wholly inadequate and does not accord with the DEV 29 3. of the Joint Local Plan –‘ensure sufficient provision and management of car parking in order to protect the amenity of surrounding residential areas and ensure safety of the highway network’. Ivybridge already has significant problems with on street parking in that vicinity, creating problems for walkers using the Erme Plym trail and routes to and from the town centre and Erme Playing Fields – this proposal will make that inherently more dangerous. We would wish to see evidence of the numbers of staff who will be car sharing and using the buses, as our experience of those statements is that they are completely unrealistic for a Devon market town.

Environmental Impact

The site is located within an area at risk of flooding and within 20 metres of the River Erme. Processes will involve red diesel refuelling on-site and vehicle washdown drainage which is of concern due to the proximity to the watercourse, and this area of the river is already under pressure with the sewerage plant nearby. With the River Erme being an important environmental area anything which could potentially cause pollution for those downstream, including fisheries, must be closely monitored and the views of the Environment Agency in this sensitive area will be critical.

Noise vibration, odour, dust and light pollution

There are concerns for the impacts of the odour from the food waste which will be stored and contained in food skips, and any other emissions from the processes of stored waste that may affect the general amenity of the neighbouring residents.

One member had been reliably informed by the consultant conducting the noise survey that diesel generators would be running constantly. The start time for operations is stated as being from be start time 0600 to end time 1700 Monday to Saturday, with an annual operation throughput of 15000 tonnes of waste.

Conclusion

The long list of adverse impacts above outweigh the need for the siting of this development at his location. This location is inappropriate to receive the waste from the rest of the South Hams and Sherford, and alternative sites should be investigated thoroughly, for example the derelict site at the South Brent Woodpecker junction on the A38 and the recently purchased employment land owned by the District Council at Sherford.

The committee are supportive of achieving sustainable waste management and keen for the education of younger generations about the benefits of recycling. They do however challenge FCC’s statement that Ivybridge is well located as it is within an existing industrial setting.

The current industrial activity is of a much lesser scale than this proposal, and it must be recognised that the location is on the fringe of the largest town in the South Hams and adjacent to the River Erme. The Waste Transfer Stations FCC operate in Devon are located near Okehampton and Kingsbridge in remote rural locations, not located near to residential properties, national walking trails or areas with significant on street parking issues, and the committee have major concerns about the harmful impact on many aspects, including residential amenity.”

DCC have consulted the Environment Agency, DCC Flood Risk Management and DCC Public Health (amongst others). Responses will be reported verbally at Committee if available.

Internal consultation:

- SHDC Environmental Health – No comments

Relevant Planning History

- 27/0509/15/BT: Prior notification for removal of existing and installation of monopole with 4x antennas, 2x 0.3m dishes, 2x cabinets and associated equipment. Vodafone Mast 4331 Ermington Road Ivybridge PL21 9ES Tel det - details not required: 24 Apr 15
- 27/2003/02/CM: Erection of lighting columns to provide on site lighting COUNTY MATTERS APPLICATION. Civic Amenities & Recycling Centre Ermington Road Ivybridge Conditional approval: 03 Dec 02
- 27/0899/90/3: Civic amenity skips and shielding fencing, Depot Ermington Road Ivybridge. Conditional approval: 22 Nov 90
- 27/1108/98/11: Retention of civic amenity site as permanent facility, COUNTY MATTERS APPLICATION. Ivybridge Civic Amenity Site Ermington Road Ivybridge. Conditional approval: 26 Oct 98
- 27/0612/92/3: Construction of four small industrial units and parking, regulation 4, L.P.A. own development authorised by Economy and Employment Committee EE 36/89 dated 23rd November 1989, Land adjacent to S.H.D.C. Depot Ivybridge. Conditional approval: 02 Jul 92
- 27/0096/92/3: Layout of land as a civic amenity/recycling area - siting of civic amenity skips, recycling bins and erection of shielding fencing, Land adjacent to South Hams District Council Depot Ivybridge. Conditional approval: 23 Jun 92
- 27/1523/91/3: Construction of 4no. small industrial units and car parking regulation 4 L.P.A. own development, Chief Executive delegated authority dated 18th January 1991, Land adjacent to South Hams District Council Depot Ivybridge. Conditional approval : 09 Jan 92
- 27/1407/89/3: Proposed garaging for vehicles, D.C. C. Engineers Depot Ivybridge. Conditional approval: 25 Sep 89
- 27/1628/87/3: Offices, messes and stores for council depot with open yard, washroom and fuel facilities for Council vehicles, Regulation 4 LPA own development, Personnel Committee dated 9th April, 1987 (S60/86), Min.Pol 105 /82, Adjacent to River Erme south of A38 at Ivybridge. Conditional approval: 12 Nov 87

ANALYSIS

In terms of the impact of the development on the South Hams, it is suggested the main considerations are the principle of the location; design/landscape impacts; highways impacts; and drainage/environmental impacts.

Principle of Development/Sustainability:

Policy W3 of the Devon Waste Plan states:

“The provision of new waste management facilities should accord with the following mixed spatial approach, having regard to the other policies of the Plan:

(a) strategic recycling, recovery and disposal facilities shall be located:

- within or close to Exeter, Barnstaple and Newton Abbot; or*
- at other opportunities within Devon for the efficient use of heat and power from energy recovery that are accessible to the settlements identified above;*

(b) non-strategic reuse, recycling and recovery facilities should be located at the settlements identified in (a) or within or close to Devon’s other towns; and

(c) small-scale community-based reuse, recycling and composting facilities should be located within or close to the community they serve and/or at the point of the arising or final use of the waste materials.

For all facilities, regard will be had to the merits of the use of previously-developed land or redundant buildings and/or co-location with other waste management facilities and the potential cumulative effects of doing so.”

Policy W5 of the Devon Waste Plan includes the following: *“planning permission will be granted for additional facilities enabling preparation for reuse, sorting, transfer, materials recovery, composting and/or recycling of waste, unless material considerations indicate otherwise, where they:*

(a) are located at or close to the source of the waste or opportunities for its beneficial use; and/or

(b) achieve the segregation of reusable, recyclable or compostable materials prior to energy recovery or disposal of the residual waste; and/or

(c) are co-located with a complementary waste management operation; and/or

(d) achieve the recycling of incinerator bottom ash and/or other non-hazardous thermal treatment residues arising within Greater Devon.”

The application site is well-located within the South Hams for a WTS to meet the needs of the District, with close access to the A38 for onward transfer. Whilst concerns raised by Ivybridge Town Council regarding the proposed location are acknowledged, current waste policies actively seek to locate waste management facilities close the communities they serve (rather than in remove rural locations). Officers consider the proposal accords with the strategic objectives of the Devon Waste Plan.

Design/Landscape:

Policy W12 of the Devon Waste Plan includes: *“The scale, design and location of all waste management development should be sympathetic to the qualities, distinctive character and setting of the landscape.”* The design and landscape policies of the JLP (listed at the end of this report) are also of relevance.

The proposed development would be functional in appearance, and Officers consider the scale and form of development proposed is acceptable in this location having regard to the existing site context.

Highways/Access:

Ivybridge Town Council have objected to the application on highways safety grounds, with specific reference to the impact on vehicle movements in this location. They also consider insufficient provision for car parking within the site is proposed. However DCC as the Highway Authority have raised no objection. For information refuse would still be taken and bulked at Torr Quarry and so there should be a decrease in the number of refuse vehicles using Ivybridge as these will be stationed at Torr. The waste vehicles are unlikely to increase the volume of traffic in the area during rush hours as collections start at 7am and are usually finished by 3-4pm.

Drainage/Environmental Impacts:

The Environment Agency, DCC Flood Risk Management and DCC Public Health have been consulted on the application, and DCC as the determining authority will need to have regard to their comments in reaching their decision. SHDC Environmental Health have also been consulted separately.

Other Matters:

There are no neighbouring residential properties within the immediate vicinity of the site raising specific amenity issues.

Conclusions:

Having regard to the fact that the Highway Authority is raising no objection, Officers recommend that this Council should raise no objection to the application. DCC will still need to address any technical objections from other statutory consultees (including the Environment Agency) in reaching their decision on the application.

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004.

Planning Policy

Section 70 of the 1990 Town and Country Planning Act requires that regard be had to the development plan, any local finance and any other material considerations. Section 38(6) of the 2004 Planning and Compensation Act requires that applications are to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, as of March 26th 2019, the development plan for Plymouth City Council, South Hams District Council and West Devon Borough Council (other than parts South Hams and West Devon within Dartmoor National Park) comprises the Plymouth & South West Devon Joint Local Plan 2014 - 2034.

Following adoption of the Plymouth & South West Devon Joint Local Plan by all three of the component authorities, monitoring will be undertaken at a whole plan level. At the whole plan level, the combined authorities have a Housing Delivery Test percentage of 166%. This

requires a 5% buffer to be applied for the purposes of calculating a 5 year land supply at a whole plan level. When applying the 5% buffer, the combined authorities can demonstrate a 5-year land supply of 6.5 years at the point of adoption.

Adopted policy names and numbers may have changed since the publication of the Main Modifications version of the JLP.

The relevant development plan policies are set out below:

The Plymouth & South West Devon Joint Local Plan was adopted by South Hams District Council on March 21st 2019 and West Devon Borough Council on March 26th 2019.

SPT1 Delivering sustainable development
SPT2 Sustainable linked neighbourhoods and sustainable rural communities
TTV1 Prioritising growth through a hierarchy of sustainable settlements
DEV1 Protecting health and amenity
DEV2 Air, water, soil, noise, land and light
DEV14 Maintaining a flexible mix of employment sites
DEV20 Place shaping and the quality of the built environment
DEV23 Landscape character
DEV26 Protecting and enhancing biodiversity and geological conservation
DEV28 Trees, woodlands and hedgerows
DEV29 Specific provisions relating to transport
DEV31 Waste management
DEV32 Delivering low carbon development
DEV35 Managing flood risk and Water Quality Impacts

Other material considerations include the policies of the National Planning Policy Framework (NPPF) including but not limited to paragraphs 8 and 11 and guidance in Planning Practice Guidance (PPG). Additionally, the following planning documents are also material considerations in the determination of the application:

Ivybridge Neighbourhood Plan (October 2017)

INP7: Traffic and Movement

Devon Waste Plan 2011-2031 (December 2014)

Policy W1: Presumption in favour of Sustainable Development
Policy W2: Sustainable Waste Management
Policy W3: Spatial Strategy
Policy W5: Reuse, Recycling and Materials Recovery
Policy W10: Protection of Waste Management Capacity
Policy W11: Biodiversity and Geodiversity
Policy W12: Landscape and Visual Impact
Policy W14: Sustainable and Quality Design
Policy W15: Infrastructure and Community Services
Policy W16: Natural Resources
Policy W17: Transportation and Access
Policy W18: Quality of Life
Policy W19: Flooding

Waste Management and Infrastructure Supplementary Planning Document

The National Planning Policy for Waste (2014)

Our Waste, Our Resources: A Strategy for England (2018)

Considerations under Human Rights Act 1998 and Equalities Act 2010

The provisions of the Human Rights Act 1998 and Equalities Act 2010 have been taken into account in reaching the recommendation contained in this report.