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PLANNING STATEMENT

for

**MATERIALS RECYCLING FACILITY
BLACKROD, BOLTON**

Report No 106/1

September 2023

For



DOCUMENT CONTROL

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CONTENTS

1.	INTRODUCTION	4
1.1	Report Context.....	4
2.	EXISTING SITE	5
2.1	Site Details and Surrounding Area.....	5
2.2	Planning Permission	6
3.	THE PROPOSED CHANGES	8
4.	NEED AND BENEFITS OF THE PROPOSALS.....	9
4.1	Waste Recovery and Recycling	9
4.2	Employment.....	11
4.3	Business Need.....	11
4.4	Environmental Improvements	12
6.	ASSESSMENT AGAINST PLANNING POLICY	14
6.1	National Planning Policy (General).....	14
6.2	National Planning Policy for Waste.....	15
6.3	Greater Manchester Waste Plan.....	15
6.5	Bolton Local Plan.....	16
7.	CONCLUSIONS	18

APPENDICES

Appendix A - Drawing 106/01 Site Location Plan

1. INTRODUCTION

1.1 Report Context

1.1.1 Starling Environmental Limited (SEL) has been commissioned by J Dickinson and Sons Limited (JDS) to prepare a Section 73 application for variation of conditions on the planning permission for their waste transfer station and materials recycling facility.

1.1.2 The existing permission was issued by Bolton Council in November 2003 with the reference 64385/03.

1.1.3 The permission allows use of the site as a waste transfer station and materials recycling facility and includes conditions restricting working hours. The applicant would like to alter working hours to allow 24 hour working inside Unit 8, which is the main transfer station building. It is not proposed to alter the access times for vehicles and it is not proposed to operate any of the external plant outside of the current permitted hours.

1.1.4 This statement provides information in support of the application and is structured as follows:

Section 2 provides existing site details

Section 3 details the proposed changes

Section 4 states the need and benefits of the proposals

Section 5 provides an assessment of the proposals against planning policy.

Drawings referenced are appended at Appendix A.

2. EXISTING SITE

2.1 Site Details and Surrounding Area

- 2.1.1 The recycling facility is located on Rivington View Business Park, Station Road, Blackrod, Bolton. The approximate National Grid Reference for the site is SD 62446 10834. The site location and layout are shown on Drawing No 106/01.
- 2.1.2 The site boundary is secured with 1.8 m high palisade fencing. There is only one point of access to the site off Station Road (B5238), which is secured with lockable gates. The site is intersected by the watercourse Peal Brook. To the north of the watercourse is an area dedicated to aggregate processing. To the south is the transfer station area.
- 2.1.3 Transfer station operations are carried out across three main buildings as follows:
- Unit 8 – treatment of biodegradable household and commercial waste
 - Units 9/10/11 – processing of residual waste ex Unit 8
 - Unit 12 – bulky waste processing (skip waste)
- 2.1.4 Unit 8 has been renovated and a new electric processing plant has been installed. The plant is much quieter than the previous version which was powered by diesel engines. Processing is by shredding, screening, air density separation, magnetic separation, and manual separation by picking line.
- 2.1.5 Units 9-11 have been combined to form one industrial unit. This building is used for secondary processing of residual material from Unit 8. Processing includes screening and material is separated out for recovery or disposal.
- 2.1.6 Processing of skip waste is conducted in Unit 12.
- 2.1.7 Recovered fractions are sent on to third party specialist recyclers. Residual waste is sent for energy recovery as refuse derived fuel (RDF) or disposed of to landfill.
- 2.1.8 The site entrance is concrete surfaced, as are the roads and the main yard. The surface of the site is impermeable and set to slope so that all surface water across the site drains towards the closest interceptor.
- 2.1.9 The surrounding area is a mixture of industrial, residential, farmland and transport uses.
- 2.1.10 The site is bordered by the Blackrod wastewater treatment works to the west and beyond that the Preston to Manchester rail line and residential properties off Junction Close.

- 2.1.11 The M61 borders the site to the north-east but beyond this is Lodge Bank Industrial Estate which includes two waste transfer stations.
- 2.1.12 To the north of the site, up to the M61 motorway services and beyond, is pastureland with grazing sheep.
- 2.1.13 To the south is the remainder of Rivington View business park and beyond is Station Road with residential properties and further industrial units.
- 2.1.14 The Horwich Low Level Sewer runs beneath the site and into the adjacent water treatment works. An overflow pipe from the treatment works also runs beneath the site to Pearl Brook, which is a tributary of the River Douglas.
- 2.1.5 The site is operated under an Environmental permit (reference EPR/EP3497CA) and regulated by the Environment Agency.

2.2 Existing Planning Permissions

- 2.2.1 The site operates according to following planning permissions issued by Bolton Council:
- 55593/99 for erection of buildings and associated works to form a waste transfer station and materials recycling facility, 1999
 - 64385/03 for erection of extension to existing building to accommodate recycling facility. Erection of five industrial/office units and associated parking and external works, 2003
 - 788894/07 for extension to recycling shed, 2007
- 2.2.2 All three permissions referenced above include conditions restricting the operating hours to daytime operations only. These are detailed in Table 1 overleaf.

Report No 106/1 – September 2023
Materials Recycling Facility, Blackrod, Bolton: Planning Statement

Permission	General Operating Hours	Vehicle Access	Operation of Machinery
55593/99 Erection of buildings and associated works to form a waste transfer station and materials recycling facility	Condition No 16: No operations except between 07:30 and 18:00 Monday to Friday and 07:30 to 13:00 on Saturday	Condition 16: no vehicles associated with importation of waste shall enter or leave the site except between 07:30 and 18:00 Monday to Friday and 07:30 to 13:00 on Saturday	Condition 17: No plant or machinery shall be operated before 08:00 Mondays to Saturdays and after 18:00 Mondays to Fridays and after 13:00 on Saturdays
64385/03 Erection of extension to existing building to Accommodate Recycling facility. Erection of five industrial/office Units and associated parking and external works.	Condition No 14: No operations on the site shall be carried out except between the hours of 07:00 and 18:00 Monday to Friday and 07:00 and 13:00 Saturday.	14 No vehicles associated with the importation of waste onto the site shall enter or leave the site and no waiting shall take place except between the hours of 07:00 and 18:00 Monday to Friday and 07:00 and 18:00 Saturday and no operations of any nature shall take place on Sunday or Public Bank Holidays without the prior written approval of the Local Planning Authority.	16 No plant or machinery shall be operated on the premises before 08:00 on Mondays to Fridays nor before 08:00 on Saturdays, nor after 18:00 on Mondays to Fridays, nor after 13:00 on Saturdays, nor at any time on Sundays, Bank Holidays or Public Holidays.
788894/07 Extension to recycling shed	Condition No 4: No operations shall be carried out on the premises except between the hours of 0730 and 1730 Monday to Friday and between the hours of 0730 and 1300 on Saturday. No activities shall take place on the premises on Sundays and Bank Holidays.	No condition	No condition

Table 1: Existing Conditions Relating to Operating Hours

3. THE PROPOSED CHANGES

- 3.1 It is proposed to extend the operating hours of Unit 8 to work 24 hours per day from Monday to Friday and on Saturday until 19:00, with only maintenance and cleaning carried out on Sundays and Bank Holidays. The extended operating hours apply to the indoor processing of materials only, and deliveries and collections will remain within the current daytime operating hours. It is not proposed to operate in any of the other buildings or in the yard outside of the existing permitted hours. It is also not proposed to alter the hours for vehicle access.
- 3.2 A noise impact assessment has been undertaken by PDA Acoustic Consultants to assess the effects of nighttime working under these conditions. This is presented in Report No J004530-7224-RDC-01, dated 31st July 2023. This has been submitted with the application.
- 3.3 The assessment found that the nighttime noise from operations inside Unit 8 with the door closed would have no impact on the closest residents. The existing residual noise climate, which was around 45 dB LAeq overnight, was dominated by both road traffic noise and contributions from the existing commercial/industrial uses in the area.
- 3.4 The absolute sound level due to the proposed changes is predicted to be 27 dB LAeq and is well below the 45 dB outside bedroom windows of WHO Guidelines for Community noise.
- 3.5 It is proposed to alter conditions 14 and 16 of permission 64385/03 to exempt operations inside Unit 8 from these restrictions so that the plant can be operated continually.
- 3.6 The proposed changes will not impact vehicle movements, air quality (odour and dust) or any other aspects of operations. No additional plant or buildings are proposed and no additional lighting will be required.
- 3.7 The changes are required to accommodate increased demand for recovery and recycling. Since the original conditions were set, the type of material that can be recovered has increased dramatically due to both improvements in technology and demand for recycled material.
- 3.8 The business need and environmental benefits of the proposal is explained in Section 4.

4. NEED AND BENEFITS OF THE PROPOSALS

4.1 Waste Recovery and Recycling

4.1.1 Application of the waste hierarchy is set out in Article 4 of the Waste Framework Directive and has been transposed into UK law through the Waste (England and Wales) Regulations 2011 (hereafter called the Waste Regulations). These regulations require that:

‘Businesses or organisations (including local authorities on behalf of householders) producing or handling waste (this includes importing, producing, carrying, keeping or treating waste; dealers or brokers who have control of waste, and anyone responsible for the transfer of waste), must take all such measures as are reasonable in the circumstances to:

- *prevent waste*
- *apply the waste hierarchy when you transfer waste’*

4.1.2 The waste hierarchy lists an order in which waste management options should be applied, consisting of:

- Reduction
- Re-use
- Recycling
- Recovery (composting, using waste as energy)
- Disposal

4.1.3 It is a legal requirement that JDS implement the waste hierarchy when managing waste. Extended operating hours will enable them to meet their legal requirements and move waste up the waste hierarchy.

4.1.4 Waste recovery and recycling has wide ranging and significant benefits for society both locally and globally, from reducing the use of natural resources, whether that is materials or energy, to prevention of pollution of land, air and water from reduced waste disposal and reduction of greenhouse gas production.

4.1.5 The management of waste to maximise reuse and recovery is key to the Circular Economy model as shown in Figure 1 and described in the government document 'Our Waste, Our Resources: A strategy for England'¹.

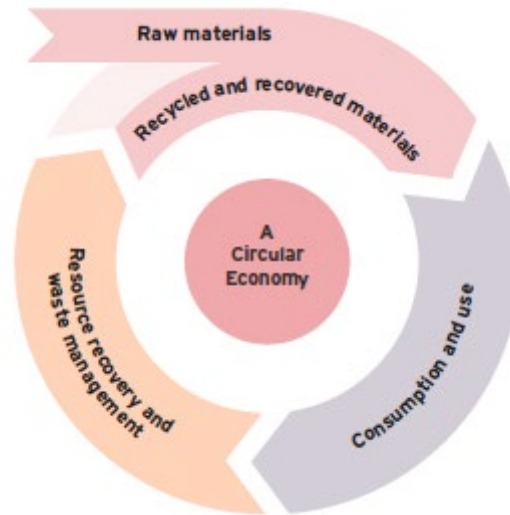


Figure 1: The Circular Economy Model

4.1.6 The UK Government recycling targets and commitments are enacted through the Waste (Miscellaneous Amendments) (EU Exit) Regulations 2019. The targets are as follows:

- by 2020, the preparing for re-use and the recycling of waste materials such as at least paper, metal, plastic and glass from households and possibly from other origins as far as these waste streams are similar to waste from households, shall be increased to a minimum of overall 50% by weight
- by 2020, the preparing for re-use, recycling and other material recovery, including backfilling operations using waste to substitute other materials, of non-hazardous construction and demolition waste excluding naturally occurring material defined in category 17 05 04 in the list of waste shall be increased to a minimum of 70% by weight
- by 2025, the preparing for re-use and the recycling of municipal waste shall be increased to a minimum of 55% by weight
- by 2030, the preparing for re-use and the recycling of municipal waste shall be increased to a minimum of 60% by weight
- by 2035, the preparing for re-use and the recycling of municipal waste shall be increased to a minimum of 65% by weight

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765914/resources-waste-strategy-dec-2018.pdf

- 4.1.7 These targets are not being met. In January 2022 a progress report² was published by DEFRA which states ‘This report provides an update on progress towards several recycling and recovery targets in England. Although progress has been made on recycling, England has not met the target to recycle 50% of ‘waste from households’ by 2020. In 2020, the ‘waste from households’ recycling rate was 44.0%, down from 45.5% in 2019.’
- 4.1.8 The Greater Manchester Combined Authority (GMCA) website³ states the recycling rate for waste from households was 46% in 2021/22. This is below the 2020 target rate of 50%, and as this target is increasing to 55% by 2025, additional measures will be required to reach it.
- 4.1.9 The extension of operating hours would help increase local and national recycling rates by allowing increased throughput of material.

4.2 Employment

- 4.2.1 JDS is a family business that was established in 1939. It has operated in the Bolton area for over 80 years with very strong local connections. The business employs over 70 staff at the site in Blackrod and offers a very reputable waste management service. The business serves commercial, industrial and local authority customers, as well as householders via a skip hire service.
- 4.2.2 Installation of the new processing plant earlier this year allowed an increase in staffing in a number of areas of the business, creating 16 jobs.
- 4.2.3 Extended processing hours will enable the site to operate on a 3 shift system: morning, afternoons and night shift. This will create approximately 20 additional jobs.

4.3 Business Need

- 4.3.1 Operations on site are constrained by the competing requirements. First by the environmental permit, which restricts the amount of waste that can be stored at any one time, and then by the requirement to recover as much material as possible according to the waste hierarchy. For example, material with recoverable value can’t be sent off for landfill just because space is tight, as this would be against the waste hierarchy. But retention of the material for treatment in these circumstances would conflict with the requirements of the environmental permit. Extended processing hours would help alleviate the pressure to meet both these requirements and allow the business to deal with increased demand for recovery.

² <https://www.gov.uk/government/publications/progress-report-on-recycling-and-recovery-targets-for-england-2020/progress-report-on-recycling-and-recovery-targets-for-england-2020>

³ <https://www.greatermanchester-ca.gov.uk/who-we-are/accounts-transparency-and-governance/council-tax/waste-levy/>

- 4.3.2 JDS is legally required to follow the waste hierarchy, as explained in section 4.1. Recovery and recycling routes are increasing and so much more of the incoming material now has the potential to be recovered. The new processing plant is very sophisticated and can quickly recover many different fractions from mixed waste including different types of plastic, glass, wood, paper/card, ferrous metal, non-ferrous metal and hardcore.
- 4.3.3 Increased recovery of material requires more processing time to keep pace with demand, which could be achieved through extended operating hours.
- 4.3.4 In addition, increased processing will reduce environmental risks associated with large stockpiles of waste. The site operates under an environmental permit which restricts the amount of waste that can be stored on site and limits stockpile sizes to reduce fire risk. The permit also requires a fast turnaround of material to prevent build-up of odours and attraction to pests, so the extended operating hours will also help JDS comply with permit requirements whilst continuing to follow the waste hierarchy.
- 4.3.5 The business is a strong supporter of the local community and works closely with the following charities and community events:
- Bolton Hospice
 - Bolton Armed Forces Centre for Veterans
 - Horwich Carnival 2019
 - Adlington Carnival 2019
 - Blackrod Scarecrow Festival 2019
 - Horwich Amateur Boxing
 - Bolton Lads & Girls Club
 - Horwich St Mary's FC
 - Bolton Community Kitchen
- 4.3.6 The proposals will help the expansion of an existing business, providing an opportunity for economic growth, and all the benefits this will bring to the local community and economy and the wider UK economy.

4.4 Environmental Improvements

- 4.4.1 The new electric plant has been a major investment for the company and has improved sustainability of the waste processing operations by reducing fossil fuel usage and greenhouse gas generation.

- 4.4.2 The old plant was powered by diesel engines and so had a high fossil fuel use and associated exhaust emissions. The new plant is powered by mains electricity which is now significantly sourced from renewable energy. The gov.uk website contains a report on renewable energy generation from June 2023⁴ and states that 47.8 per cent of total energy generation was from renewable sources.
- 4.4.3 The plant is also much quieter than the diesel-powered version and there has been significant noise reduction.
- 4.4.4 The improved processing capability also allows greater recovery of waste materials for recycling, further reducing the environmental impact of the waste operation.

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1165986/Energy_Trends_June_2023.pdf

5. ASSESSMENT AGAINST PLANNING POLICY

5.0.1 The proposals have been assessed against the following:

- National Planning Policy (NPPF)
- National Planning Policy for Waste
- Greater Manchester Waste Plan
- Bolton Local Plan

5.1 National Planning Policy (General)

5.1.1 The main national planning policy guidance is set out in the National Planning Policy Framework (NPPF). Policy NPPF1 details presumption in favour of sustainable development:

When considering development proposals the Council will take a positive approach that reflects the presumption in sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions of the area.

Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking account of whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or Specific policies in that Framework indicate that development should be restricted.

5.1.2 NPPF 1 clearly spells out the Government's presumption in favour of allowing sustainable development unless the adverse impacts of doing so would be very significant.

5.1.3 The approval of this application would help to meet increased targets of recycling and reprocessing of waste within Greater Manchester.

5.1.4 Approval of the proposal would support economic development through the expansion of a successful business, providing jobs and input to the local economy.

5.1.5 Operations at the site are considered to be sustainable development and should be supported in accordance with national planning policy, in that the proposals:

- Are for an existing business bringing jobs and economic growth to the area.
- Will provide a valuable waste management service, allowing recycling and recovery of waste in accordance with the waste hierarchy.
- Will not detrimentally effect the amenity of the local area.

5.1.6 The site is regulated by an Environmental Permit which will control any adverse environmental impacts which would prevent application of national planning policy.

5.2 National Planning Policy for Waste

5.2.1 National planning policy for waste is set out in a document dated October 2014⁵. This document sets out detailed waste planning policies. *All local planning authorities should have regard to its policies when discharging their responsibilities to the extent that they are appropriate to waste management.*

5.2.2 When identifying suitable sites and areas for new or enhanced waste management facilities, *waste planning authorities should: give priority to the re-use of previously developed land, sites identified for employment uses.*

5.2.3 The policy also stresses that the wider environmental and economic benefits of waste management are material considerations that should be given significant weight in determining planning applications.

5.2.4 The proposals will provide both environmental and economic benefits in accordance with this policy through compliance with the waste hierarchy as required by the Waste Regulations.

5.2.5 In conclusion, allowing the proposed extension of operating hours is in accordance with national planning policy on waste and the National Planning Policy Framework.

5.3 Greater Manchester Waste Plan

5.3.1 As part of Greater Manchester, Bolton belongs to the Association of Greater Manchester Authorities (AGMA), which agreed to produce a Joint Waste Development Plan Document (the 'Waste Plan'). The Waste Plan forms part of each Authority's statutory development plan and runs from 2012 to 2027.

5.3.2 The purpose of the Waste Plan is to set out a waste planning strategy which enables the adequate provision of waste management facilities in appropriate locations for municipal, commercial and industrial, construction and demolition and hazardous wastes.

⁵ <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

5.3.2 The Waste Plan contains a number of objectives and these are particularly applicable to this application:

Objective 2: To promote the movement of waste up the waste hierarchy, assuming minimisation at source, increasing reuse, recycling and recovery, whilst recognising there may still be a need for additional landfill capacity for residual wastes.

Objective 3: To assist in reducing greenhouse gas emissions and assist in adaption/mitigation of climate change, including resource efficiency and minimising the need for energy in accordance with targets at national, regional and local level.

5.3.4 The proposals will help increase recycling and movement of waste up the waste hierarchy. The process will achieve this whilst reducing greenhouse gas emissions through installation of the new plant.

5.3.5 It is considered that the proposals work within the objectives of the Waste Plan and will help to support achieving its goals.

5.5 Bolton Local Plan

5.5.1 The Bolton Local Plan includes a number of policies that are relevant to the proposal regarding employment, waste and compatible uses.

5.5.2 The site is allocated as a protected employment site under policy P1. The proposals will sustain the business and help it to compete in a challenging market. They will also help to grow the business, providing additional employment and also securing future employment for the local economy.

5.5.3 Policy P3 on waste states that:

The council and its partners will:

- 1. Keep to the principles of the waste hierarchy, giving priority to waste minimization, and re-use and recycling of waste materials.*
- 2. Locate facilities for waste management primarily concentrated in regeneration areas and along key transport corridors.*

5.5.4 The site is located next to the M61 which is a key transport corridor. The proposals will also allow increased treatment of waste, so increased movement up the waste hierarchy and recovery of materials.

5.5.5 Policy CG4 concerns compatible use and states:

The council and its partners will:

- 1. Ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security.*
- 2. Development should not generate unacceptable nuisance, odours, fumes, noise or light pollution, nor cause detrimental impacts upon water, ground or air quality.*

3. Development proposals on land that is (or is suspected to be) affected by contamination or ground instability must include an assessment of the extent of the issues and any possible risks. Development will only be permitted where the land is, or is made, suitable for the proposed use.

5.5.6 The proposals are in accordance with point 2 of this policy in that it has been demonstrated that they will not generate unacceptable nuisance from noise. There is no additional external lighting proposed so no detrimental impacts due to light pollution.

6. CONCLUSIONS

- 6.1 The proposals will provide increased waste processing time which will result in increased recycling and recovery of waste in accordance with the waste hierarchy. The extension of operating hours would help increase local and national recycling rates by allowing increased throughput of material.
- 6.2 Operation under the extended hours will be carried out inside Unit 8 only, with no associated vehicle movements. A noise impact assessment has shown that noise generated will be below existing background levels and will have no discernible effect on local residents.
- 6.3 Increased processing will reduce environmental risks associated with large stockpiles of waste. The site operates under an environmental permit which restricts the amount of waste that can be stored on site and limits stockpile sizes to reduce fire risk. The permit also requires a fast turnaround of material to prevent build-up of odours and attraction to pests, so the extended operating hours will also help JDS comply with permit requirements whilst continuing to follow the waste hierarchy.
- 6.4 The proposals will help the expansion of an existing business, providing an opportunity for economic growth, and all the benefits this will bring to the local community and economy and the wider UK economy.
- 6.5 A review of planning policy has shown that the proposals accord with national and local policy.
- 6.6 It is requested that application be granted based on the information provided.

APPENDIX A

Drawings



LEGEND

— PLANNING BOUNDARY FOR PERMISSION 64385/03

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JOB TITLE.
TRANSFER STATION, BLACKROD

DATE.
25/09/23

DRAWING No.
106/01

DRAWING TITLE.
SITE LOCATION PLAN

SCALE © A3.
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