

WEST DUNBARTONSHIRE COUNCIL

Report by the Executive Director of Housing, Environmental and Economic Development

Planning Committee: 5 December 2012

DC12/143: Development of a recyclables sorting facility, renewables recovery facility, anaerobic digestion facility and visitor centre including junction works to Glasgow Road/Dock Street and associated ancillary work at Rothesay Dock, Clydebank by Peel Environmental

1. REASON FOR REPORT

- 1.1** This application is of a type which is classified as Major Development under the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009. Under the terms of the approved scheme of delegation it therefore requires to be determined by the Planning Committee.

2. RECOMMENDATION

- 2.1** **Grant** full planning permission subject to conditions set out in Section 9.

3. DEVELOPMENT DETAILS

Site

- 3.1** The application site comprises approximately 2.4 hectares of vacant land at Rothesay Dock, Clydebank. The dock was originally used for the shipping of coal and minerals, and the application site was occupied by railway sidings and coal hoists for ship loading, then as a scrap yard, and subsequently it has been derelict for many years. The site is bordered to the south west by the dock basin, with a boatyard on the opposite quay, and to the north-west by the Nu-Star oil storage depot. Located to the north east is a footpath/cycle track along a disused railway line, with Holm Park stadium of Yoker Football Club and a variety of industrial buildings beyond. To the south east is a large area of vacant former railway land within the Glasgow City Council area, which is subject to a current planning application for residential development. The closest existing residential property is a house behind the former Hamilton Memorial Church on Glasgow Road, with other residential development in the area being located on the opposite side of Glasgow Road at least 180m away. The site is located directly beneath the flight path for the main runway at Glasgow Airport. All road access to the site is by way of Dock Street.

Proposed Facility

- 3.2** Full planning permission is sought for a recycling centre, described by the applicant as the 'North Clyde Recycling Centre' (NCRC). The proposed development would be capable of handling up to 250,000 tonnes of waste and

recyclable material per annum, from both household and commercial waste uplifts. The facility would comprise three main elements:

- A Recyclables Sorting Facility (RSF);
- A Recyclables Recovery Facility (RRF); and
- An Anaerobic Digestion Facility (ADF)

The facility would operate continuously over 24 hours, 7 days per week, although overnight operations would be confined to the interior of the building and there would be no deliveries or dispatch of goods overnight.

- 3.3** The Recyclables Sorting Facility (RSF) would receive approximately 95,000 tonnes of mixed dry recyclable materials per annum, comprising paper, plastic, metals and glass etc. (i.e. 'blue bin' materials, from both local authority and private commercial collections), and would then sort these into separate streams of the various types of recyclate. Sorting of the material would take place using both mechanical sorting processes (e.g. magnets, laser sorting etc.) and also a manual picking line. The sorted recyclate (around 108,500 tonnes, including that recovered from the RRF) would then be baled and sold for re-use. Approximately 5% of material from recyclables collections is actually non-recyclable material which has been wrongly disposed of, and this material would be disposed of through the RRF.
- 3.4** The Recyclables Recovery Facility (RRF) would receive approximately 122,000 tonnes of residual waste per annum (i.e. non-recyclable 'black bin' waste). Around 15% of such waste is actually recyclable material which has been wrongly disposed of, and the purpose of the RRF would be to recover that recyclable material. The recyclable material would then be processed through the adjacent RSF, whilst the remaining residual waste (around 108,500 tonnes) would be taken away for use as refuse derived fuel (RDF). The applicant has submitted an application for an energy from waste plant near King George V Dock, known as the 'South Clyde Energy Centre' (SCEC), and it is anticipated that the RDF from the Rothesay Dock site would be used there. An application for the proposed SCEC is currently under consideration by Glasgow City Council.
- 3.5** The Anaerobic Digestion Facility (ADF) would receive approximately 33,000 tonnes per annum of separated food and green garden waste (i.e. 'brown bin' material), and would process it by way of anaerobic digestion. The waste would be shredded into a large tank within which it would be broken down by micro-organisms. This process would produce biogas (methane) which would be used to power a gas engine to generate up to 1.6 megawatts of electricity, enough to power the plant plus a small surplus fed into the national grid. Due to the AD process gas is produced continuously and it is therefore necessary for safety reasons to have a flare stack to burn off excess gas in the event of the gas engine being out of service, but the stack would only be used very occasionally as burning off the gas in this manner wastes fuel. The residual digestate material (reduced in mass to around 29,000 tonnes) would be sold as fertiliser. A by-product of the process is heat, which could potentially be

used for a district heating system (although this is not proposed as part of the current application).

- 3.6** As the proposal is for a significant waste management facility on a site adjacent to the River Clyde, the application is subject to an Environmental Impact Assessment.

Buildings

- 3.7** The facility would be contained within a single large building, along with some external plant and a small detached gatehouse for controlling vehicle access. The main part of the building, containing the RSF and RRF elements, would measure 123m in length by 65 metres in width. The ADF element would be contained in a smaller wing projecting out of the western end of the building which would measure a further 41 metres in length, by 23.4 metres in width. Due to the design of the building its roof height would vary, however the majority of the building would be 17.5 metres in height with the ADF wing reducing to approximately 10.5 metres. Most of the roof would be flat, but the south-eastern elevation would slope outwards from the building to an acutely angled ridge 22.5m high, with the roof sloping down behind that ridge. The internal floor area of the building would total approximately 9,267m². The external finish of the main building would employ a combination of dark grey profiled metal sheeting and metal cladding, with the use of random translucent/opaque glazed panels to soften the appearance of the building as well as providing internal light. The roof would be covered in non-reflective profiled metal roofing material. The design of the building is intended to reflect the nautical heritage of the location, with the angular lines of the loading bay area, the shape of the roof, the positioning of one of the storage tanks and the choice of colours all having being designed to give the proposed building a resemblance to a ship when viewed from the River Clyde.
- 3.8** All operations, loading/unloading and storage of material would take place within the building, which would be enclosed by doors and heavy curtain strips in order to contain odour and noise. Air from within the building would constantly be pumped out through a bio-filter to remove odour, and the interior of the building would thus be maintained at a slight negative air pressure so that air leaks into the building through any openings rather than untreated air leaking out. By this means it is stated that all odour from the refuse would be contained within the building.

Traffic and Roads Alterations

- 3.9** The proposed development would generate a significant amount of lorry movements, and the proposal includes the upgrading of the junction of Dock Street and Glasgow Road to incorporate traffic signals. Waste collected locally would be delivered direct to the facility by refuse collection lorries, whereas waste from further afield (e.g. neighbouring local authorities) would mainly be delivered in a smaller number of large articulated covered bulk tipper lorries. The mix between these types of delivery will thus depend upon which local authorities and private waste contractors decide to use the facility. Export of recyclate, RDF and digestate material would also be by articulated

bulk tipper (or tanker for wet digestate). Anticipated average heavy goods vehicle movements per day are as follows:

- Deliveries of waste/recycling – 21 bulk and 80 refuse collection lorries
- Export of recycle/RDF/digestate – 43 bulk/tanker lorries
- Total: 144 lorries (288 movements) per day

3.10 These movements would be spread throughout the day, but the majority would occur between 10am and 5pm (i.e. outwith the peak rush hour times), with relatively few movements between 7am and 9am or 5pm and 7pm. There would be some deliveries on Saturday mornings (7am to 12 noon) but none on Saturday afternoons, Sundays or overnight. Direct deliveries by refuse collection vehicles would probably peak at around 10.30am and 3.30pm as vehicles/crews usually operate two collection rounds per day. Bulk deliveries would be expected to peak in the afternoon, whereas export of materials would be spread evenly throughout the day. The preferred operational model upon which the transportation assessment was based anticipated that routing of these lorries would be as follows:

- | | |
|---------------------------------------|------------------------|
| • Dock St / Glasgow Rd / Kilbowie Rd | 58 movements each way |
| • Dock St / Glasgow Rd / Dumbarton Rd | 18 movements each way |
| • Dock St / Dumbarton Rd West (Yoker) | 68 movements each way |
| • total | 144 movements each way |

3.11 Subsequently, it has been clarified that the 'preferred operational scenario' on which these estimates were based may have overestimated the potential to receive waste and recyclables from Glasgow City Council (GCC). GCC had been assessed as accounting for up to 24 movements each way via Yoker, but it is now understood that a planned development at Polmadie is likely to handle all or most of the City Council's waste. It is therefore now anticipated that the proportion of the waste originally attributed to GCC would instead come from other sources, primarily commercial waste collections from the Glasgow area. Most of the potential sources for additional waste are located to the east and such traffic would still approach from the Yoker direction. Any resultant change in traffic movements and routes is therefore likely to be slight, and the above figures are still considered to be a satisfactory estimate of likely traffic levels.

Employment and Visitor Centre

3.12 It is anticipated that the proposed development would provide 44 permanent jobs. These posts would be split between skilled operatives (electricians, fitters, crane operatives, technical engineers, supervisory staff etc.), and unskilled manual posts involved in manual sorting. These posts would operate in shifts covering the full 24 hours, 7 days a week. The construction of the facility would provide an estimated 150 construction jobs.

3.13 A visitor centre would also be incorporated within the facility. This would open by prior appointment to show groups of people, in particular school children, what is involved in the disposal of waste and to educate them about the importance of recycling. The proposal incorporates a coach drop off point

adjacent to the office entrance, and within the building there would be an exhibition space, lecture theatre and a raised viewing walkway from which visitors would be able to safely view the operation of the plant.

Boundary Treatment and Landscaping

- 3.14** Landscape screening is proposed along the north-eastern and south-eastern edges of the site. Gabion retaining walls 2.5 metres in height would be erected along these boundaries, with bunding against the outside of these walls and a 2.4m high acoustic fence along the top. Collectively the bund/fence would measure 5m in height. Native shrubs would be planted along the bund in order to soften the appearance of the bund / fence and to provide further acoustic screening. The north western boundary with the oil terminal and the dock edge would be enclosed by 2.4 metre high palisade fencing.

4. CONSULTATIONS

- 4.1** West Dunbartonshire Council Environmental Health Service has no objection subject to conditions relating to contaminated land, SUDS, noise impact/attenuation, construction noise, air quality, dust and odour control, and external lighting.
- 4.2** West Dunbartonshire Council Roads Service has no objection subject to signposting of principal lorry routes, improvements to pedestrian and cycle routes to the facility for staff, and provision of a cycle crossing on Dock Street. A separate Roads Construction Consent will be required for the works to the public road.
- 4.3** West Dunbartonshire Council Waste Services confirms that additional waste management facilities will be required in order to meet the Zero Waste Plan recycling targets. The provision of a major recycling facility within West Dunbartonshire has potential to reduce the financial and environmental costs of Council waste disposal, by reducing the need to transport waste to facilities further away.
- 4.4** SEPA has no objection subject to conditions relating to provision of a Construction Environmental Management Plan, Environmental Management Plan, Site Waste Management Plan and revised Site Drainage Strategy.
- 4.5** Scottish Natural Heritage has no objection, subject to the proposed pollution control measures being acceptable to SEPA and being implemented in accordance with the relevant SEPA pollution prevention guidelines.
- 4.6** BAA Aerodrome Safeguard has no objection subject to conditions relating to bird hazard control and the use of cranes during construction.
- 4.7** Strathclyde Passenger Transport had no objection to the proposal but notes that there is an aspiration to create a new express busway (Clyde Fastlink) between the city centre and Dalmuir, and requests that the Council safeguard

an indicative route for this and require the provision of any necessary infrastructure through the site.

- 4.8** Glasgow City Council has no objection to the proposal but recommends that a suitable pedestrian/cycle crossing be provided on Dock Street and that a Section 75 Agreement be employed to secure a HGV Routing Strategy for lorries travelling to and from the site. It is noted that Glasgow City Council currently does not have a perceived need to use the proposed facility.
- 4.9** Clydebank Rebuilt has no objection to the proposal subject to the Council being satisfied that traffic, noise and odour impacts would be kept to an acceptable minimum. The creation of local employment opportunities and provision of a visitor centre are supported. The use of waterborne transport for bulk movements of waste or recyclables should be encouraged, and the provision of a cycle crossing point on Dock Street is suggested. It is recommended that the applicant be required to adopt a HGV routing strategy to limit lorry movements to the major roads approaching the site, in order to avoid 'rat running' in residential streets.
- 4.10** Health and Safety Executive, Historic Scotland and Scottish Water all have no objection.
- 4.11** Architecture and Design Scotland (A+DS) held a design workshop to review the design of the proposed development prior to submission of the application. A+DS was generally supportive of the design which was considered to be relatively simple and successful. It was suggested that increasing the landscape buffer with the housing site to the south west might be desirable, and use of the heat generated by the development for district heating purposes would also be desirable.

5. REPRESENTATIONS

- 5.1** Seventeen representations have been received, all of which object to the proposal. Fourteen letters are from members of the public, predominantly from the Yoker area, whilst the other two are from Clydebank East Community Council and Yoker Resource Centre. Reasons for objection can be summarised as follows:
- Not a suitable location due to residential areas nearby and planned new housing adjacent to the site;
 - Siting of a waste management facility will prevent cleaner industries from locating at Rothesay Dock and prevent job creation;
 - Large number of lorry movements would cause congestion and damage to road surfaces;
 - Lorries may use residential streets not designed for that purpose;
 - Potential negative impact on cycle route crossing Dock Street;
 - Noise, vibration and emissions from lorries in surrounding streets;
 - Risk of pollution / contaminating the River Clyde;
 - Risk of noise and odour from the facility;
 - Prevailing wind will carry any dust or odour over Glasgow;

- There is already aircraft noise and pollution in this area, which the development would exacerbate;
- Emissions from the gas engine may impact on public health;
- Health concerns for people working at the facility;
- Unfair to site dirty industries in disadvantaged areas which already have high levels of ill health;
- Smaller local scales would be more environmentally friendly and more effective at increasing awareness of recycling/waste minimisation;
- The site operator and the source of the waste are not confirmed;
- The plant will bring waste from a wide area into this location;
- Lack of evidence that such a facility is required;
- The former oil terminal at Bowling would be a more suitable location;
- Risk to aviation safety, and pieces of aircraft may fall on the facility;
- Safety concerns about generating methane next to an oil terminal;
- Facility would attract birds and vermin to the area;
- Objection to the burning of RDF at the proposed South Clyde Energy Centre, and to routing of traffic between the two proposed facilities;
- Complaints about community consultation not extending across other parts of Glasgow through which lorries would travel; and
- Most local people said to oppose the proposed development

Pre-Application Public Engagement

5.2 As this is a Major Development, prior to the application being submitted the applicant undertook statutory pre-application consultation with the local community, and a report detailing the responses received has been provided as part of the application. The pre-application consultation included the following:

- Newsletters were distributed to some 8,748 addresses in West Dunbartonshire and Glasgow which are within a 1 mile radius of the application site. These provided a brief explanation of what was proposed and an indicative site plan, along with details of the public exhibition and the telephone/email contacts for those wishing to obtain more details or submit comments;
- Letters were sent to other local stakeholders including politicians and community councils;
- Press notices were placed in both the Evening Times and the Clydebank Post to advertise the public exhibition;
- A two-day public exhibition was held at the Beardmore Hotel on the 23rd and 24th January 2012 between 12 noon and 8pm, with a preview for invited stakeholders. A total of 60 people attended the exhibition, with 31 people completing a feedback form for the event;
- The applicant attended meetings of Clydebank East Community Council and Yoker Community Council, and also met with some local Elected Members to explain the proposals and seek comments;
- A total of 4 telephone calls and 24 emails were received by the applicant from members of the public.

5.3 Most of the emails and telephone enquiries related to requests for information and enquiries about future job opportunities etc., rather than comments or suggestions about the proposed development, and most of the comments received came from the public exhibition feedback forms. Collectively, the relevant feedback can be summarised as follows:

- Supportive of the development or recycling generally (10);
- Concerns about possible traffic problems (12);
- Concerns about possible odour problems (4);
- Concerns about possible noise problems (2);
- Concerns about possible emissions/pollution (1);
- Concerns about possible impact on property prices (1);
- Concerns about not understanding anaerobic digestion process (1)

The applicant has sought to address these issues in the supporting documents, and they are discussed in Section 7 below.

6. ASSESSMENT AGAINST THE DEVELOPMENT PLAN

- Glasgow and the Clyde Valley Strategic Development Plan 2012 (SDP)
- 6.1** Strategy Support Measure 13 states that the provision of appropriate infrastructure to meet the targets of the national Zero Waste Plan will be considered to support the Spatial Development Strategy. Proposals for waste management facilities will generally be acceptable within industrial and storage/distribution locations, particularly where the opportunity exists to re-use waste heat.
- 6.2** Diagram 3 of the Plan sets out the Spatial Development Strategy, which identifies the Clyde Waterfront as a core location for sustainable development. Indicative uses which would be in line with the strategy for Clyde Waterfront are economic activity, housing, tourism, fixed and green infrastructure, culture, leisure, education, health and public transport. In terms of the sustainable location assessment required by Diagram 4 of the Plan, the proposal is considered to contribute positively to the Spatial Development Strategy by re-using brownfield land, and meets a known need for additional recycling infrastructure. It is therefore considered that the proposal would be in compliance both with the Sustainable Location Assessment and with all other relevant policies of the SDP.
- West Dunbartonshire Local Plan 2010
- 6.3** The site is within an area identified as an Industrial and Business Opportunity Site, on which Policy LE1 has a presumption in favour of uses which would positively extend its permanent employment potential. Sites listed within Schedule LE1 are identified as potential marketable industry and business class opportunity sites, and the application site is specifically identified as being suitable for Use Classes 5 (General Industrial) or 6 (Storage and Distribution). The proposed use would provide employment, and is considered to be an industrial process falling within Use Class 5. The fact that the site is also designated as suitable for Class 6 uses suggests that it is suitable for activities with high levels of vehicle movements. The development of the site

as a recycling centre would therefore be in compliance with the land use designation and with Policy LE1.

- 6.4** The application site is also within two wider area policy designations covered by Policy LE6, which promotes economic development uses. Within Strategic Business Centres (SBCs), office, service, education, tourism and culture related uses are encouraged, whilst within Core Economic Development Area (CEDAs) industrial and business development is supported. Both the SBC and CEDA designations remain part of the adopted Local Plan, but relate to a policy in the former Structure Plan which has since been superseded. It is considered that the CEDA designation is the more relevant to the site, and the proposal would accord with the land uses suggested by that policy.
- 6.5** Additionally, Policy LE6 indicates that Rothesay Dock is an International Transport Facility (ITF) which should be safeguarded for dock facilities needed for economic development uses. This designation suggests that the dock should be reserved for specifically dock related purposes, which the proposed development is not. However, the ITF designation also related to a former Structure Plan policy that has since been superseded, and the current Strategic Development Plan does not designate Rothesay Dock as a Strategic Freight Transport Hub (the successor designation). The requirement for dock facilities on the Upper Clyde has been in decline for many years and the former railway line to Rothesay Dock was removed several years ago. The application site has been vacant for many years, and its continued safeguarding for dock purposes is considered to be unnecessary as the prospects of such a use now emerging are slim. Overall, whilst the proposal does not fully comply with Policy LE6, it is considered that the loss of a site safeguarded for dock purposes would not be a significant departure from the policy.
- 6.6** Policy PS4 indicates that new or extended waste management infrastructure will be supported where they meet the following criteria:
- Accordance with and contribution to implementation of the objectives of the National Waste Strategy, National Waste Plan and Area Waste Plan;
 - Justification against a locational need for such facilities identified by the Area Waste Plan; and
 - Location within or immediately adjacent to existing waste management facilities, within a general industrial area, storage or distribution land or on degraded, contaminated or derelict land consistent with the principles of sustainable waste management.

The National Waste Strategy, National Waste Plan and Area Waste Plans referred to in the policy have all since been supersede by Scotland's Zero Waste Plan. As discussed in Section 7 below it is considered that the proposal would accord with the Zero Waste Plan and that there is a locational need for additional recycling facilities in the region if the Plan's objectives are to be achieved. The site is an existing derelict industrial site, and the proposal would therefore be in compliance with Policy PS4.

- 6.7** Policy DC6 states that renewable energy development will be permitted where it can be established without unacceptable detriment in terms of landscape character, nature conservation interests, historic environment, noise, odour, traffic, or amenity of local communities, including any cumulative impacts. In this particular instance it is considered that there is no significant impact upon the landscape, the natural or built environment or local amenity. The proposal is therefore considered to be in compliance with Policy DC6.
- 6.8** Policy GD1 indicates that new development should be of a high quality design and respect the character and amenity of the area in which it is located. Proposals will be required to meet a number of criteria set out in this policy. As discussed in Section 7 below the design and impacts are considered to be acceptable and the proposal is thus in compliance with Policy GD1.

7. ASSESSMENT AGAINST MATERIAL CONSIDERATIONS

Scottish Planning Policy

- 7.1** The Scottish Planning Policy (SPP) indicates that the planning system has an important role in the delivery of sustainable development. Decision making in the planning system should support the achievement of the Zero Waste Plan's objectives, including the provision of the required new waste management installations. The Scottish Government's targets for municipal waste by 2025 include:

- Increasing the proportion of waste recycled or composed to at least 70%;
- Reducing the proportion of waste sent to landfill to under 5%; and
- Allowing no more than 25% of mixed waste to be used for energy

Achieving these targets will require a reduction in the amount of waste produced, and also a significant increase in the number, range and type of waste management installations to process municipal, commercial and industrial waste. Composting facilities, transfer stations, materials recycling facilities, and anaerobic digestion, mechanical, biological and thermal treatment plants are said to be the main types of installation required. The proposed development would provide a facility of such type, and would therefore be in accordance with the SPP's policy of general support for the provision of additional waste management infrastructure.

- 7.2** In terms of the location of new waste facilities, the SPP adopts the proximity principle, meaning that waste should be dealt with as close as possible to the location where it is produced. Authorities should take local responsibility for the treatment and disposal of waste, and providing waste infrastructure to meet all waste needs within each local authority area is a key part of fulfilling this responsibility. Authorities may also fulfil their responsibilities by developing shared facilities in partnership with each other. As the application is speculative and the sources of the waste are not yet known with certainty, it is difficult to assess whether it would comply fully with the proximity principle. However, there is a recognised need for additional waste management infrastructure in the Clyde Valley area which this proposal would help to address. Furthermore, as there is presently no major recycling facility within

West Dunbartonshire, if WDC decides to use the facility itself that would enable the Council to satisfy the proximity principle in terms of its own waste.

7.3 The SPP notes that where operational control is regulated by SEPA, development plans and consideration of planning applications should;

- Focus on whether the development itself is acceptable, rather than on controlling the processes or waste streams involved;
- Consider only the aspects of operations enforceable under planning control to minimise impacts on the environment, transport network and local communities; and
- Secure decommissioning or restoration to agreed standards.

The above advice is noted and it has been taken into account in the assessment of this proposal and in the conditions being recommended.

7.4 The SPP indicates that modern waste management infrastructure is similar to other industrial processes and that those locations which are appropriate for industrial, storage and distribution uses will therefore be appropriate for many waste management installations. In keeping with the proximity principle, towns and cities will often be the best locations for new waste transfer, separation and handling installations, and accessibility is a key consideration for all waste management facilities. Appropriately located, well run and well regulated waste management facilities operated in line with current pollution control techniques and standards should pose little risk to human health, but some buffer zones should be considered between waste management facilities and sensitive receptors such as housing. For uses such as anaerobic digestion, and mixed waste processing a 250m buffer may be appropriate, whilst for recycling facilities 100m may be appropriate. These figures are guidance only and not a policy requirement.

7.5 The proposed development would be within an industrial location of the type which SPP suggests to be suitable. Whilst the proposal does not fully comply with the buffer zone distances suggested by SPP, it is considered that the separation distances from nearby homes would be appropriate in this instance. The issue of separation distances is discussed in relation to residential amenity in paragraph 7.12 below, and it is considered that due to the particular details of the development proposed there would be no adverse impact on residential amenity. Overall it is considered that the proposal would comply with Scottish Planning Policy.

Planning Advice Note 63 (Waste Management Planning)

7.6 Whilst Planning Advice Note 63 (PAN63) pre-dates the SPP and Scotland's Zero Waste Plan, its detailed advice on environmental protection, transport, and design remains a material consideration. The need to comply with relevant waste plans and strategies (i.e. the Zero Waste Plan) is emphasised. Issues which planning authorities should consider in the context of planning applications for waste facilities include:

- Amenity issues (e.g. odour, dust, noise, litter and vermin);

- Visual impact;
- Operational lifetime and hours of operation;
- Access and traffic;
- Impact on natural and built heritage;
- Flooding;

These issues are considered later in this section.

Scotland's Zero Waste Plan 2010

7.7 This document sets out the Scottish Government's strategy for reducing the amount of waste created, as part of a commitment to reduce Scotland's greenhouse gas emissions by 42% by 2020 and 80% by 2050 (from the 2009 base). The Plan includes targets for increasing recycling and reducing the amount of waste going to landfill, which are the same as those set out in the SPP (above), and much of the detailed advice contained in the Zero Waste Plan (ZWP) also corresponds to the SPP. The role of the planning system in relation to delivering Zero Waste is set out in Annex B to the ZWP. Potential sites suitable for waste management activities include:

- industrial areas;
- degraded, contaminated or derelict land;
- working or worked-out quarries;
- sites with potential to maximise re-use of heat (e.g. district heating);
- existing or redundant sites or buildings which can be easily adapted;
- existing or former waste management sites;
- sites accessible to railways, waterways or the trunk and principal road networks

The application site is derelict land within an industrial area, and it is accessible by road and water transport. Being located within an urban area with significant development land nearby, there is potential for re-use of heat generated by the proposed facility within the surrounding area. As the impacts on the human and natural environment are considered acceptable, the proposed site accords with the ZWP's general guidance on site selection.

Natural Environment

7.8 The application is subject to an Ecological Assessment as part of the Environmental Statement. The assessment demonstrates that there would be no significant impact upon any designated nature conservation site, and no direct impact on protected species or sensitive habitat. The site itself is derelict industrial land of no particular environmental value, and the proposed activities would take place entirely within the building/plant. Scottish Natural Heritage and SEPA have no objection to the proposal subject to appropriate pollution control measures to protect the River Clyde. Overall it is considered that the proposal would not have any significant adverse impact upon the natural environment.

Noise, Odour and Emissions.

- 7.9** The applicant has submitted assessments of noise and air quality impacts as part of the Environment Statement. Existing background noise in the vicinity primarily comprises road noise from Glasgow Road, and intermittent aircraft noise. Once operational, the proposed recycling centre is unlikely to create any significant increase in local noise levels as most of the activity would be contained within the building, which has been designed to incorporate sound attenuation measures. Boundary treatment has also been designed to incorporate noise mitigation features. The principal source of noise generated by the proposed development is likely to arise from the traffic generated, but the additional noise from lorries using the existing main roads is likely to be negligible relative to the existing traffic noise. There may be some noisy activities during construction, but this would be of a short term nature and could be adequately controlled by a condition. The operation of the plant would not cause any vibration or dust in the local area, and vibration/dust from vehicle movements should be minimal subject to roads being properly maintained. Delivery and uplift of materials will be within enclosed lorries to and from a closed building, and the proposal is not likely to give rise to any spilled or blown litter.
- 7.10** In terms of air quality and emissions, the only significant source of atmospheric emissions from the plant itself would be the gas engine. Some of the objectors appear to believe that the proposed development involves incineration, but that is not correct as the only burning would be of biogas generated by the anaerobic digestion process. The air quality impact assessment indicates that, applying national guidelines on air quality, the emissions from the gas engine would have a negligible impact on local air quality and the impact on sensitive receptors (e.g. dwellings) would be insignificant.
- 7.11** Odour emissions have also been modelled as part of the air quality assessment. Clearly putrescible waste produces foul odours, and as the facility is within an urban area it is necessary to control this to prevent it having an adverse impact upon nearby homes or businesses. The proposed development has therefore been designed to contain all operations and storage within the building, which would be maintained at negative internal air pressure by constantly pumping air out through a bio-filter. The greatest potential for malodour would arise from the reception of materials, and this would take place entirely within the building. Doors would remain closed except during receipt and dispatch of loads, and doors would be fitted with rapid opening/closing mechanisms to minimise air escape. Deliveries of biodegradable waste would be within enclosed or sheeted delivery vehicles, which would be inspected on arrival to ensure compliance. Similar plants are said to operate without any significant odour being detectable outwith the building, and the applicant has indicated that any odour complaints which did arise would be investigated and appropriate alterations to operating procedures would be implemented to prevent recurrence.

7.12 The existing residential property closest to the application site is an isolated house located behind the former Morrison Memorial Church, approximately 120m away from the closest part of the proposed building/plant (which is the anaerobic digester). The next closest housing is in Hamilton Terrace, approximately 180m away from the reception hall. However, if the current planning application with Glasgow City Council for housing within Rothesay Dock East is implemented the nearest houses would be around 110m from the reception hall. These are within the 250m buffer zone which SPP suggests be considered for anaerobic digestion and mixed waste processing, however that is very general guidance which does not take account of the design of the facility. A 250m buffer might be appropriate for a facility involving open storage or adaptation of an existing building, but in this case as explained above the proposed development is a purpose-built facility which has been designed to contain all of the operations within a building that would be engineered to contain the odours and noise.

7.13 Emissions from the plant would mainly take place at the north-western end of the facility, where the heat engine, bio-filter and safety flare stacks would be situated. The likelihood of emissions from these features affecting nearby homes has been assessed and the likely impact is considered to be negligible. The isolated house behind Morrison Memorial Church is the only dwelling within 250m of these features. The reception area for the anaerobic digester would also be within 250m of that house. The houses to the east in the vicinity of Hamilton Terrace, and the proposed housing at Rothesay Dock East, would be within 250m of the reception hall for mixed waste, but beyond 250m of the anaerobic digester and stacks. As explained above, the reception of waste would take place within the building which would be engineered to minimise odour leakage. SPP's guidance on buffer zones does not prevent development which does not accord with these distances, and in this case it is considered that the separation distances from residential properties would be acceptable, and that overall the proposed development is not likely to give rise to odour problems.

Contaminated Land

7.14 The applicant has submitted a Ground Conditions Assessment which identifies potential contamination of the site from its former railway, dock and scrap yard uses and the uses of surrounding sites, although a detailed site investigation will be required to establish the precise nature extent of such contamination. Gas monitoring is being carried out to establish whether there is a risk of ground gas. Appropriate mitigation measures would be incorporated to address any contamination or gassing issues which are identified, and this can be controlled by a condition. The nature of the use is such that its sensitivity to existing contamination is low, and there is no reason to believe that there will be any difficulty in providing the appropriate remediation measures.

Traffic and Road Safety

7.15 The proposal would give rise to a significant number of lorry movements, together with a modest number of staff car journeys. Whilst the number of lorry movements is relatively high for a single commercial user, in the context

of the busy Glasgow Road/Dumbarton Road and Kilbowie Road corridors the level of additional vehicle movements per day would not represent a significant increase. The applicant proposes a Local HGV Routeing Strategy to ensure that lorry movements in the vicinity are restricted to these routes in order to avoid 'rat running' on less suitable streets (such as Yoker Mill Road and Argyll Road/Montrose Street), and Glasgow City Council has requested that this strategy be extended to cover routes further to the east within the City. Appropriate signage on these major routes is also desirable, in order to direct lorries to the facility. These matters can be adequately controlled by a condition, although it is not considered necessary for this to address the routing of vehicles travelling to the proposed South Clyde Energy Centre beyond the Clyde Tunnel as has been requested by Glasgow City Council. That issue would be more appropriate for GCC to address as a condition of any permission that is granted for the SCEC. It is therefore considered that the traffic generated by the proposal would be within the capacity of the local road network.

- 7.16** The application proposes the provision of traffic signals at the Dock Street/Glasgow Road junction. This is not necessary in traffic management terms as the volume of additional traffic generated by the proposed development would be within the capacity of the existing non-signalised junction, however the applicant has proposed the works in order to address any possible road safety concerns about heavy lorries turning right across traffic on Glasgow Road. This aspect of the proposal is supported by the Roads Service. Both the Roads Service and also Glasgow City Council have recommended that a suitable pedestrian/cycle crossing be provided on Dock Street for the benefit of people using the cycle route. The applicant is amenable to this request, which can be required by way of a condition. Overall, it is not considered that the proposal would give rise to any negative impact upon road safety.

Design

- 7.17** The application is subject to a Landscape and Visual Impact Assessment and a Design and Access Statement, and pre-application design consultation with Architecture and Design Scotland. The proposed development would comprise a large industrial building and its associated external service areas. This is an industrial location with the neighbouring uses including a large oil storage tank farm, and it is located off the public road behind other commercial properties. It is therefore capable of accommodating a large industrial development without undue impact upon the landscape or visual amenity of the area. Furthermore, the applicant has sought to make the building as attractive as possible, and by designing it to resemble a ship when viewed from the south the proposal would be visually interesting when viewed from the River Clyde and the opposite bank. High quality landscaping is proposed around the boundary of the site, which would also help to ensure that the development's appearance would be satisfactory.
- 7.18** The surrounding area is characterised by relatively modern industrial buildings and large oil tanks, with the only listed building within the vicinity of the site being the former Hamilton Memorial Church (C listed). It is not considered

that the proposed development would adversely impact upon the setting of that building, or otherwise detract from the built heritage of the surrounding area.

Flooding

- 7.19** A Flood Risk Assessment has been submitted as part of the application. This indicates that some of the lower parts of the site are within the 1 in 200 year tidal flood outline (which takes account of climate change). The site is not considered to be at risk of flooding from sources other than tidal flooding of the River Clyde. In order to mitigate against this risk, it is proposed that the finished floor levels be set at a minimum of 5.15m Above Ordnance Datum (AOD), with the site being re-profiled to provide compensatory storage. The changes in levels involved would however be very minor, as the site is almost flat. Emergency access would still be available by way of Dock Street in the event of a 1 in 200 year flood. Accordingly, it is considered that the proposal would not be at unacceptable risk of flooding, and it would not give rise to any increased risk of flooding elsewhere.

Other Issues Raised by Objectors

- 7.20** In addition to the matters which are addressed above, a number of other issues were raised by objectors:
- It was suggested that the proposed development would make the vicinity unattractive to other businesses and may reduce the employment potential of the area. However the impact on businesses would be no greater than the impact on residential properties, which as explained above is considered to be minimal;
 - It was suggested that smaller scale recycling schemes and waste avoidance education might be more effective. However, whilst awareness education is obviously important there will always be a requirement to process waste and recyclables, and the economies of scale favour large facilities;
 - Some objectors complained of lack of detail of the site operator. The applicants own the site and would probably enter into a partnership with another firm to operate the site. This is not an unusual situation, and any such firm would be bound by the terms of the planning permission;
 - Concerns were raised about attracting birds and vermin. As the operation would be entirely internal there would be little risk of attracting birds, and as with any large building in the vicinity of the airport a bird hazard management plan would be required in order to prevent birds roosting or loafing on the roof. Waste within the building would be subject to continuous processing, making it less likely to attract rats or mice, and the site operator would implement all appropriate vermin prevention measures;
 - It was suggested that it was unfair to site waste management facilities in areas of relative social deprivation where there are already high levels of ill health. That argument assumed that the facility was an incinerator, which was not correct, and the proposed development would not produce significant emissions or otherwise impact upon

human health. Waste management facilities of this nature require to be situated close to the sources of the waste (i.e. populated areas), so the location of such a facility within an industrial part of the urban area is considered appropriate.

8. CONCLUSION

- 8.1** There is a recognised need for new recycling infrastructure in order to meet national and local targets for waste reduction, the achievement of which would have obvious environmental benefits. National policies strongly support the provision of new waste management infrastructure which will contribute towards increased recycling. The proposed use of the site is consistent with the relevant land use policies, and it is not considered that the proposal would give rise to any significant adverse environmental, amenity or other impacts. It is therefore recommended that full planning permission be granted conditions set out in Section 9 below.

9. CONDITIONS

- 01. No development shall commence until such time as full details of the design and location of all walls and fences to be erected on site have been submitted to and approved in writing by the Planning Authority, and these shall thereafter be implemented as approved.**
- 02. No development shall commence until such time as exact details and specifications of all proposed external materials have been submitted to and approved in writing by the Planning Authority, and these materials shall thereafter be implemented as approved.**
- 03. No development shall commence until such time as full details of all hard surfaces have been submitted to and approved in writing by the Planning Authority, and these shall thereafter be implemented as approved.**
- 04. No development shall commence until such time as a landscaping scheme for the boundaries of the site has been submitted to and approved by the Planning Authority. Such scheme shall take account of BAA Advice Note 3 'Potential Bird Hazards from Amenity Landscaping & Building Design' (available at www.aoa.org.uk/publications/safeguarding.asp), and shall include details of the maintenance arrangements. The approved landscaping shall thereafter be implemented not later than the next appropriate planting season after the opening of the waste management facility (or, in the case of landscaping which serves a noise attenuation function, not later than the opening of the facility), and the landscaping shall thereafter be maintained in accordance with the approved arrangements.**

05. The development hereby approved shall not be brought into use until such time as a Routeing Management Plan for heavy goods vehicles travelling to and from the development has been submitted to and approved in writing by the Planning Authority, and implemented by the site operator. Such Plan shall include measures to ensure that (other than vehicles collecting waste from local households and businesses etc.), access and egress to/from the development site shall wherever possible be confined to the following main roads:

- A814 Dumbarton Road, thence Anniesland Road to Anniesland Cross**
- A814 Dumbarton Road/Victoria Park Drive South to Clydeside Expressway or A739 Clyde Tunnel**
- A814 Glasgow Road, thence either A8014 Kilbowie Road or A814 Dumbarton Road and Mountblow Road to A82 Great Western Road/Erskine Bridge**

The Plan shall include measures for monitoring to ensure that the approved strategy is being adhered to.

06. No development shall commence until such time as details of a pedestrian/cycle crossing facility on Dock Street for use by persons using the cycle track along the former railway line have been submitted to and approved in writing by the Planning Authority. Such crossing shall be completed prior to the development being brought into use.

07. No development (other than investigative works) shall commence until such time as a detailed report on the nature and extent of any contamination of the site has been submitted to and approved in writing by the Planning Authority. The report shall be prepared by a suitably qualified person and shall include the following:

- a) A detailed site investigation identifying the extent, scale and nature of contamination on the site (irrespective of whether such contamination originates on the site);**
- b) An assessment of the potential risks (where applicable) to groundwater, surface water, human health, ecological systems, archaeological sites and property;**
- c) An appraisal of remedial options including a detailed remediation scheme based on the preferred option.**

08. The approved remediation scheme shall be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Planning Authority. The Planning Authority shall be notified in writing of the intended commencement works not less than 14 days before these works commence on site. Upon completion of the remediation works and prior to the site being occupied, a verification report which demonstrates the effectiveness of the completed remediation works shall be submitted and approved by the Planning Authority.

- 09. The presence of any previously unexpected contamination that becomes evident during the development of the site shall be reported to the Planning Authority in writing within one week, and work on the site shall cease. At this stage, if requested by the Planning Authority, an appropriate investigation and risk assessment shall be undertaken and a remediation scheme shall be submitted to and approved by the Planning Authority prior to the recommencement of site works. The approved details shall be implemented as approved.**
- 10. A monitoring and maintenance scheme to include monitoring the long-term effectiveness of the proposed remediation over a period of years determined by the scheme shall be submitted to and approved by the Planning Authority. Any actions ongoing shall be implemented within the timescale agreed with the Planning Authority in consultation with Environmental Health measures. Following completion of the actions/measures identified in the approved remediation scheme a further report which demonstrates the effectiveness of the monitoring and maintenance of the monitoring and maintenance measures shall be submitted to and approved by the Planning Authority.**
- 11. No development shall commence until such time as details of the Sustainable Urban Drainage System (SUDS) and its maintenance following installation have been submitted to and approved by the Planning Authority. The SUDS shall be designed to ensure that contaminants present on the site are not mobilized and that pollution pathways are not created. The Sustainable Urban Drainage System shall thereafter be formed and maintained on site in accordance with the approved details prior to the facility being operational.**
- 12. The noise attenuation/soundproofing measures detailed in the approved noise impact assessment shall be implemented prior to the development being brought into use and shall thereafter be retained in accordance with the approved scheme.**
- 13. No development shall commence on site until such time as a noise control method statement for the construction period has been submitted to and approved in writing by the Planning Authority. This statement shall identify likely sources of noise (including specific noisy operations and items of plant/machinery), the anticipated duration of any particularly noisy phases of the construction works, and details of the proposed means of limiting the impact of these noise sources upon nearby residential properties and other noise-sensitive properties. The construction works shall thereafter be carried out in accordance with the approved method statement unless approved in writing by the Planning Authority.**

14. During the period of construction, all works and ancillary operations which are audible at the site boundary (or at such other place(s) as may first be agreed in writing with the Planning Authority), shall be carried out between the following hours unless otherwise approved in writing by the Planning Authority:

Mondays to Fridays:	0700-1900
Saturdays:	0700-1200
Sundays and public holidays	No working

15. No piling works shall be carried out until a method statement has been submitted to and approved in writing by the Planning Authority. This statement shall include an assessment of the impact of the piling on surrounding properties, taking into account the guidance contained in BS 6472:1984 'Evaluation of Human Response to Vibration in Buildings'. It shall detail any procedures which are proposed to minimize the impact of noise and vibration on the occupants of surrounding properties. This statement shall be prepared by a suitably qualified person, and the piling works shall thereafter be carried out in accordance with the approved method statement.
16. The recycling facility shall not commence operation until such time as all of the measures to safeguard local air quality and to minimise the risk of dust and odour have been fully implemented in accordance with the approved air quality impact assessment, and all such measures shall be retained thereafter.
17. In the event of complaints of odour or dust arising once the development is operational, the site operator shall investigate any such complaints and shall submit a report to the Planning Authority detailing the source of the problem and the measures proposed (which shall be all measures that are reasonably practicable) to prevent its recurrence. Such measures once approved shall be implemented immediately.
18. No development shall take place on site until such time as details of all external lighting (including specific luminaire and lamp type; beam control; wattage; the use of reflectors; baffles; louvers; cowling; lux contours/distribution diagrams and columns types/colours) have been submitted to and approved in writing by the Planning Authority. Lighting shall be designed to avoid light nuisance for residential properties and to avoid impaction upon the effectiveness of approach lighting for Glasgow Airport. Such lighting shall then be implemented in accordance with the approved details and shall be maintained in this condition. Any subsequent changes to their position or specification shall be subject to the prior written approval of the Planning Authority.

19. Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Planning Authority. The submitted plan shall include details of management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and “loafing” birds. The management plan shall comply with Advice Note 8 `Potential Bird Hazards from Building Design`. The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Planning Authority.
20. No deliveries of waste or recyclable material and no collections of material from the site shall take place outwith the hours of 0700 hours to 1900 hours.
21. No development shall commence until such time as the following have been submitted to and agreed in writing by the Planning Authority:
- a Construction Environmental Management Plan, which shall include details of mitigation measures to protect the water environment during the construction phase, including the provision of sacrificial SUDS;
 - an Environmental Management Plan, which shall include details of the treatment of runoff from the digester storage and effluent treatment facility;
 - a Site Waste Management Plan; and
 - a revised Site Surface Water Management Plan, having regard to the comments contained in SEPA’s letter dated 21 September 2012 (attached)
- The development shall thereafter be implemented and operated in accordance with these approved plans unless otherwise approved in writing by the Planning Authority.

INFORMATIVES

01. The plans referred to in this consent are
- 11004/PL01 B (Site Location Plan)
 - 11004/PL03 C (Proposed Site Layout Plan)
 - 11004/PL04 C (General Arrangement Floor Plan)
 - 11004/PL05 B (Elevations)
 - 11004/PL06 B (Sections)
 - 11004/PL07 A (Office Plans)
 - 11004/PL08 A (Gatehouse General arrangement Plan)
 - 11004/PL09 A (Boundary Treatment Details)
 - 11004/PL011 A (Sectional Elevations)
 - 11004/PL012 B (Roof Plan)
 - 11004/PL013 (AD Facility Elevations)
 - 11004/PL014 (Fencing Details)

- 1110-01-01 (Cross Sections existing/proposed levels)
 - 1110-01-02 (Signal Controlled Junction Layout)
- 02 The applicant is advised that under the terms of Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended), the development hereby approved must commence within a period of 3 years from the date of this decision notice.
03. The developer shall submit to the Planning Authority in writing upon the forms specified for the purpose and attached to this decision notice:
- a) A Notice of Commencement of Development as soon as practicable once it is decided to commence the development hereby approved (which shall be prior to the development commencing);
 - b) A Notice of Completion of Development as soon as practicable once the development has been completed.
04. The applicant is advised that under the terms of Section 27C of the Town and Country Planning (Scotland) Act 1997 (as amended), the developer is required to display the sign provided or copies thereof throughout the duration of the development being built. Such sign(s) must be displayed in a prominent place or places at or in the immediate vicinity of the site, must be readily visible to the public and any copies must be printed on a sufficiently durable material to remain legible throughout the period of development. In the event of the sign(s) being lost, damaged or removed whilst the development is ongoing, they must be replaced at the earliest time practical.
05. The site is close to the flight path of Glasgow Airport. Should it be intended to use a high crane during construction, attention is drawn to the Air Operators Association Advice Note 4 'Cranes and Other Construction Issues', available at www.aoa.org.uk/policy-safeguarding.htm

Elaine Melrose
Executive Director of Housing, Environmental
and Economic Development
Date: 21 November 2012

Person to Contact: Pamela Clifford, Planning & Building Standards Manager,
Housing, Environmental and Economic Development,

Council Offices, Clydebank. G811TG.
01389 738656
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Appendix: None

Background Papers:

1. Application Forms and Plans
2. Environmental Statement and Supporting Documents
3. Representations and Consultation Responses
4. Glasgow and Clyde Valley Strategic Development Plan 2010
5. West Dunbartonshire Local Plan 2010
6. Scotland's Zero Waste Plan (2010)
7. Scottish Planning Policy
8. Planning Advice Note 63
7. Scottish Planning Policy

Wards affected: Ward 6 (Clydebank Waterfront)