



## Developments Affecting Trunk Roads and Special Roads

### Highways England Planning Response (HEPR 16-01)

#### Formal Recommendation to an Application for Planning Permission

From: Chris Bell  
Operations Directorate  
Yorkshire and North East Region  
Highways England.  
[PLANNINGYNE@highwaysengland.co.uk](mailto:PLANNINGYNE@highwaysengland.co.uk)

To: **David Pedlow, Redcar and Cleveland Borough Council**

CC: [growthandplanning@highwaysengland.co.uk](mailto:growthandplanning@highwaysengland.co.uk)  
[transportplanning@dft.gov.uk](mailto:transportplanning@dft.gov.uk)

Council's Reference: **R/2020/0411/FFM**

Referring to the planning application referenced above, dated **12 August 2020, Re A174 & A1053, CONSTRUCTION OF THE REDCAR ENERGY CENTRE (REC) CONSISTING OF A MATERIAL RECOVERY FACILITY INCORPORATING A BULK STORAGE FACILITY; AN ENERGY RECOVERY FACILITY; AND AN INCINERATOR BOTTOM ASH RECYCLING FACILITY ALONG WITH ANCILLARY INFRASTRUCTURE AND LANDSCAPING, Land at Redcar Bulk Terminal, Redcar TS10 5QW.** notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
- b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);
- ~~c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);~~
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B is / ~~is not~~ relevant to this application.<sup>1</sup>

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<sup>1</sup> Where relevant, further information will be provided within Annex A.

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2015, via [transportplanning@dft.gov.uk](mailto:transportplanning@dft.gov.uk).

	<b>Date:</b> 29 December 2020
<b>Signature:</b>	
<b>Name:</b> Chris Bell	<b>Position:</b> Planning and Development
<b>Highways England:</b> Lateral, 8 City Walk, Leeds, LS11 9AT <a href="mailto:Chris.bell2@highwaysengland.co.uk">Chris.bell2@highwaysengland.co.uk</a>	

**Annex A    Highways England recommended Planning Conditions /  
~~Highways England recommended further assessment required /~~  
~~Highways England recommended Refusal.~~**

**Condition(s) to be attached to any grant of planning permission:**

Prior to commencement of development a detailed Construction Transport Management Plan (CTMP) shall be submitted and approved by the Local Planning Authority in consultation with the Highway England.'

**Reason(s) for the recommendation above:**

To ensure that during the construction period the A174/A1053 trunk roads continue to serve their purpose as part of a national system of routes for through traffic in accordance with Section 10 (2) of the Highways Act 1980, in the interests of road safety.

HIGHWAYS ENGLAND has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such works to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regard Application Reference **R/2020/0411/FFM** and has been prepared by Chris Bell.

# Redcar Energy Centre – Transport Assessment Review

PREPARED FOR: Chris Bell (Highways England)  
 PREPARED BY: Gavin Nicholson (CH2M)  
 DATE: 21<sup>st</sup> December 2020  
 PROJECT NUMBER: B2362200  
 SITE/ DOCUMENT REF: DevTV0064 TM001

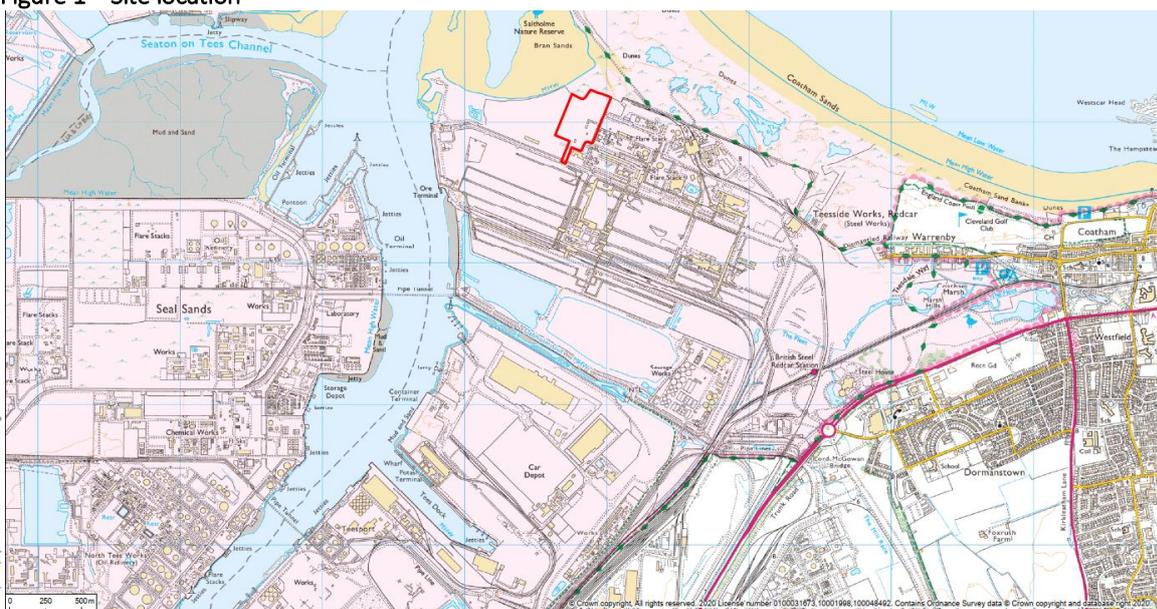
## Introduction

CH2M has been commissioned by Highways England to provide a review of the Redcar Energy Centre [REC] development proposal (Redcar and Cleveland application reference R/2020/0411/FFM) with focus on the transportation documents supporting the development proposal, primarily the Transport Assessment [TA], prepared by RPS, reference JNY10538-01, dated 27 July 2020). While the TA is an appendix to the Environmental Statement [ES], it is considered to offer more detail than the ES and, with a view to the consideration of SRN impacts, it is not necessary to review documentation beyond the TA itself.

The TA has been identified as having been prepared in accordance with various policy documents including DfT Circular 02/2013: ‘The Strategic Road Network and the Delivery of Sustainable Development’. This is welcomed.

The site is located 4.5km west of Redcar town centre and 8.5km to the north east of Middlesbrough Town Centre. The site location is shown in Figure 1, extracted from the TA.

Figure 1 – Site location



(Extract from the Transport Assessment)

Consideration has been given to the TA with a view to establishing an appropriate view as to the potential impacts of the development proposal at the strategic road network [SRN], which in relation to this development, is considered to be the elements of the network to the west, primarily the A1053, A174 and A19. This Technical Memorandum [TM] seeks to offer this view.

Following this introductory section of the TM, further sections go on to consider (i) the trip impacts at the SRN, (ii) other considerations and (iii) finally offer a summary and conclusion.

## Trip impacts at the SRN

### The development proposal

The TA identifies that the REC involves a long-term sustainable waste management and energy generation operation including:

- a Material Recovery Facility [MRF] that could receive upto 200,000 tonnes of waste per annum;
- an Energy Recovery Facility [ERF] capable of generating 49.9 MW of electricity from upto approximately 450,000 tonnes of waste per annum; and
- an Incinerator Bottom Ash [IBA] recycling facility, with a capacity of 220,000 tonnes per annum.

The development site is currently part of the Redcar Bulk Terminal site, although is predominantly open land that has been used to store material.

In high-level terms, it can be identified that (of pertinence to the consideration of SRN impacts):

#### **ERF and MRF**

- Throughput would be variable (based on the calorific value of the waste steam and the need to maintain constant steam conditions).
- The precise source of waste is yet to be confirmed, although it is expected to be sourced regionally and nationally.
- Waste would be delivered to the plant by Heavy Goods Vehicles [HGVs].

#### **IBA**

- Imports to the IBA would be by vessel over the dock.
- IBA material would be removed from the facility by vehicles for onward delivery. This would be in sheet form.

#### **General**

- The site would operate 24 hours a day, 7 days a week (with the exception of shutdown periods for repair and maintenance).
- The majority of the deliveries would be between 0800 and 1800.
- The site would employ 100 full time equivalent staff (including operations, maintenance, clerical , administrative and management; with the operational and maintenance staff being employed in five shift teams. During shutdown approximately 100 additional contractors would be temporarily employed.

## Trip impacts

### **HGV trips**

Within section 6 of the TA it is identified that initial estimates, based on first principles calculations, are of **247 two-way HGV movements per day**. CH2M has no reason to dispute the assumptions made and this estimate can therefore be accepted.

The HGV trips have then been distributed using Census population data. A review of the distribution and assignment has deemed it to provide a reasonable estimation.

### Staff

The analysis of staff movements is based on the information above in relation to the 100 new staff. While the 5 administration staff would work 0900-1700 the remaining 95 staff would work across 4 shift- two shifts between 0700 and 1900 and two shifts between 1900 and 0700). The workers would arrive during the hours before and depart during the hour after their shift. This is accepted by CH2M as being reasonable.

While the TA points towards an additional 100 staff during the maintenance and repair shutdown period, this is considered to be a temporary situation and CH2M consider it reasonable not to assess this temporary period.

With regard mode share, while the TA identifies use of the Census Journey to Work data (for the MSOA that the site is located in), recognition is given to the fact that the site is relatively distant from the sustainable network provisions and therefore a robust assumption has been made that each staff member travels by single occupancy vehicle. This is an acceptable approach.

The staff trips have been distributed based on the Census Journey to Work data (for the MSOA that the site is located in). A review of the distribution and assignment has deemed it to provide a reasonable estimation.

### Assessment of impacts

Based on the above components of trip generation, mode share and trip distribution, the analysis identifies the scale of impact at the SRN. Percentage impacts are also afforded but consideration has not been given to this indicator.

Table 1 – SRN impact

Period	A1053	A174
AM peak hour	7	6
PM peak hour	7	6
12 hour (7am-7pm)	68	66
24 hour	81	78

On the basis of the above, the TA concludes that these trips are not considered to be a severe impact and CH2M agree with this view.

## Other considerations

### Elements of TA not considered

In forming the above view of the impact of the development proposal, there are other elements of the TA that have not been subject to detailed consideration in this review (traffic growth, committed developments etc...). Therefore it should not be assumed that they have been accepted by Highways England.

### Parking

Parking is primarily a matter for the Local Authority to satisfy itself with. However it is identified in the TA that 91 spaces will be provided. This appears reasonable with a view to the parking accumulation of the identified trip patterns, specifically covering the shift change over times.

## Part of STDC site

While only a small part of the overall aspirations for the STDC site, the development forms part of the South Tees Development Corporation [STDC] site that was originally identified in the Redcar and Cleveland Local Plan and subsequently subject to the South Tees Area Supplementary Planning Document [SPD] and South Tees Regeneration Master Plan. The Transport Strategy for the site has yet to be forthcoming.

With a view to this, the following comments are made:

- The requirement for consideration of the impact on infrastructure, and the need to work with Highways England in relation to the SRN, is clear throughout the documents.
- The very fact that there is a location-specific SPD, a Masterplan, and a requirement for a Transport Strategy, highlights the need for a strategic approach to the overall site. It is disappointing that this is not flowing through the work undertaken. Dealing with the sites on an application by application basis may lead to a point whereby later applications on the site / other developments in the area may need infrastructure measures to enable them, due to these developments having consumed the available capacity. Similarly, the competitive advantage that the area has with regard to the strategic connectivity may be diminished if the impacts are not considered in a more strategic manner.
- The SPD has committed to the production of the Transport Strategy, but this is still forthcoming. Priorities and funding availability for highways infrastructure is suggested as being identified through the Transport Strategy.
- A significant proportion of the STD site is now subject to planning applications and are coming forward in the absence of any form of strategic approach to transport.
- The SPD identifies that it would be reviewed 12-18 months post adoption to take account of the various technical documents including the Transport Strategy. Having been adopted in mid-2018 this review being informed by the Transport Strategy (amongst others) would have been expected to have happened by now.
- The Masterplan identifies that there is a need to improve the area’s transport connectivity to support the proposed major development in South Tees.

The progression of applications like this one, without the Transport Strategy in place, should be highlighted as a concern.

## CTMP

Information has not been afforded in relation to the impacts during the construction stage including any requirement for abnormal load movements . If this information cannot be provided at this stage, CH2M recommends this being subject to a planning condition.

## Summary and Conclusion

On the basis of this review of the submitted TA and Interim TP, the recommendation to Highways England in relation to this development proposal is:

<b>RECOMMEND CONDITIONS (as identified below)</b>
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A consideration of the construction stage impacts at the SRN has not been provided. In the absence of this, a (pre-commencement) condition requiring a Construction Traffic Management Plan will need to be appended to any planning permission granted for this development.

In the wider sense, an update on the Transport Strategy and how the intentions of the wider policies are being secured needs to be questioned. While Highways England need to respond to these planning applications on their own merits, the strategies were identified for a reason and without them, a significant proportion of this large employment site is likely to come forward in a manner that is not consistent with the ambitions of the wider strategies.