

Planning Statement

Planning application to vary condition 6 (timescales) of
planning permission 2006/0411 to allow an extension
of time for landfilling and restoration

at

Roxby Landfill Site, Winterton Road, Roxby

on behalf of



April 2026

by

H e a t o n s
Planning Environment Design

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1.0 INTRODUCTION

1.1 Background

1.1.1 This document is a Planning Statement (PS) prepared by Heaton's on behalf of Biffa Waste Services Ltd (the Applicant) to support a planning application at Roxby Landfill Site, Winterton Road, Roxby, Lincolnshire. This application seeks permission for a proposed extension of time to the infilling and restoration of the landfill site.

1.1.2 Planning permission was originally granted for landfilling at the site in 1992. A planning application was subsequently submitted in 2002 for an extension of time together with revisions to the approved restoration contours. A further application was made in 2006 and the landfill site currently operates under planning permission reference 2006/0411 dated 10th May 2006 which was granted to '*vary condition 7 of 2002/1134 to allow tipping and phased restoration of the site to be carried out in accordance with the revised plans dated 19 July 2005 at Roxby Landfill Site, Winterton Road, Roxby*'. Condition 6 of this permission states:

'The permission shall have a duration of 20 years from the date the development commenced. At the end of the 20 year period referred to above, all tipping operations shall have ceased and the site shall have been cleared in accordance with the approved details.'

1.1.3 Development at the site commenced on grant of the 2006 consent on 10th May 2006 and therefore, as worded, the site's planning permission requires landfilling at the site to cease by 10th May 2026. The current planning permission does not restrict the final date by which restoration works, including the importation of soils and landscaping, must be completed by.

1.1.4 Whilst the site has been progressively infilled, the landfilling and restoration operations have not yet been completed and additional time is therefore required in order to ensure that the approved restoration contours are achieved and for the site to be fully restored. As a result, in September 2025 an application was submitted to North Lincolnshire Council (NLC) (ref: PA/2025/1074), which sought planning permission to allow landfilling for an additional 11 years beyond the currently permitted end date (i.e. until 10th May 2037) with a further 5 years to complete the restoration of the site in accordance with the approved scheme (i.e. until 10th May 2042). In addition to an extension of time, planning application ref: PA/2025/1074 sought permission (partially retrospectively) for changes to the approved phasing plans, to take account of changes which have been necessary for operational reasons.

As a result, it was proposed that the phasing drawing reference BIF/ROX/PHA/01 'Phasing Proposals', which was submitted with the original July 2002 planning application, was replaced by an updated phasing plan.

- 1.1.5 In September 2025, an application was submitted in parallel (ref: PA/2025/1075) to extend the life of the adjacent rail sidings to enable waste and restoration materials to continue to be imported by train. The proposed timescales aligned with those of the landfill site and therefore it was proposed that the rail sidings would be removed from the site by 10th May 2042.
- 1.1.6 Both planning applications PA/2025/1074 and PA/2025/1075 were refused by NLC on 16th March 2026. Copies of both Decision Notices are provided in Appendices B and C of this Planning Statement. The reasons for refusal are discussed later within this PS.
- 1.1.7 Notwithstanding the refusal of planning permission in March 2026, it is essential that landfilling is permitted to continue at Roxby Landfill Site so that the approved contours can be achieved and the site restored in accordance with the approved restoration scheme. The need for an extension of time for continued landfilling and restoration of the site is discussed further in Section 6 of this PS and the covering letter which accompanies the application.
- 1.1.8 Whilst there were no objections to the 2025 planning applications (refs: PA/2025/1074 and PA/2025/1075) from statutory consultees, objections were received from local residents, principally relating to the proposed timescales for landfilling and the associated potential for amenity issues. Biffa has reviewed the neighbour representations received from the 2025 planning applications and seeks to address them through this revised planning application. Details of the proposal are provided in full in Section 3 of this PS, but in brief permission is now being sought for:
- An extension of time for up to an additional 8 years of landfilling beyond the currently permitted end date of 10th May 2026 (i.e. until 10th May 2034) during which time waste would be imported by both road and rail;
 - The completion of restoration works within 7 years of landfilling ceasing (i.e. until 10th May 2041) during which time only restoration material would be imported to the site by both road and rail; and
 - (Partially retrospective) permission to regularise revised phasing across the landfill site (a revised phasing plan is submitted with this application).
- 1.1.9 As noted above, there is no defined timescale for restoring the landfill site under the extant permission. As part of this application, timescales are proposed to fully restore

the site in accordance with the approved scheme. This gives more certainty over the eventual closure of the site and is therefore considered to represent a benefit of the proposed development.

1.1.10 In summary, permission is being sought for an extension to the landfilling period of 8 years, followed by up to 7 years of restoration works including the importation of soils, to ensure that the site is restored to its approved contours, whilst reducing the period of landfilling when compared with the timescales proposed under the recent 2025 application.

1.1.11 No other changes are proposed as part of this planning application.

1.1.12 A separate planning application is also being submitted to North Lincolnshire Council to seek permission for an extension of time for the adjacent Roxby rail sidings, which would ensure that waste can continue to be imported to the landfill site by rail for the duration of landfilling operations and throughout the restoration phase.

1.2 Planning Application

1.2.1 This PS accompanies the planning application and sets out the relevant planning policies to be considered as part of the application's determination. The PS also considers the potential for environmental effects arising from the proposed development and any mitigation measures considered necessary to remove or minimise such effects.

1.2.2 The 2002 application was accompanied by an Environmental Statement (ES) and therefore an Addendum to the 2002 ES is being submitted with the planning application to update the environmental baseline and provide an up to date assessment of the potential for environmental and amenity effects associated with the proposed changes.

1.2.3 To assist NLC in arriving at a considered view, details of the proposed development and a site description are outlined below along with a broad assessment of any potential environmental effects and their significance. In addition to environmental matters, other considerations material to the preparation and consideration of the planning application are also set out below. The scope of technical documents is similar to that submitted in September 2025. However an Odour Survey has been undertaken to accompany this planning application, the results of which are discussed within this ES and the PS.

1.2.4 This PS should be read in conjunction with the following documents:

- Planning Application Forms and Certificates;
- Environmental Statement (Addendum);
- Non-Technical Summary;
- Landscape and Visual Impact Assessment Addendum;
- Flood Risk Assessment and Drainage Strategy;
- Transport Statement; and
- Preliminary Ecological Appraisal.

1.2.5 In addition, the following plans accompany this planning application:

- R01 – Site Location Plan
- R02 – Planning Permission Boundary
- R03 – Existing Site Plan
- R04 – Remaining Restoration Phasing Sequence
- R05 - Final Restoration
- R06 – Roxby Remaining Void January 2026

1.3 The Applicant

1.3.1 Biffa is a sustainable leader in the UK's waste and recycling industry. Founded in London in 1912, Biffa employs over 10,000 people and collect waste from thousands of businesses and millions of households across the UK each day.

1.3.2 By growing their collections business, building their plastic recycling capacity, and investing in energy-from-waste, Biffa are on a mission to enable the UK circular economy by changing the way businesses and people think about waste.

1.3.3 Biffa's surplus food redistribution partnership with Company Shop Group, and their environmental work with BiffaAward and Waste Aid, also have wider benefits for the UK and beyond. Since 2002 Biffa have reduced our carbon emissions by 70 per cent and aim to be net zero by 2050.

2.0 SITE APPRAISAL

2.1 Site Location

- 2.1.1 Roxby Landfill Site is located approximately 6km north of Scunthorpe at National Grid Reference SE 910 170. The site location is shown on Drawing Number R01 'Site Location Plan'.
- 2.1.2 The nearest villages to the site are Roxby located approximately 600m to the east, Winterton located approximately 600m to the north east and Thealby located approximately 1.25km to the west of the northern site boundary. The site is generally remote from residential properties, the nearest of which being Bagmoor Farm located 250m to the south west, Fourwinds located 300m to the east of the site and Old Cliff Farm located 500m to the north. There is a poultry farm at Sheffield Farm, located approximately 350m to the west of the site.
- 2.1.3 The site is bounded to the north, east, south and west by agricultural land. To the immediate north and east, the site is bordered by farmland and to the south the site is bordered by the site access road. The western site boundary is formed by a single track branch railway freight line, which leaves the main Doncaster – Scunthorpe – Grimsby railway line at Scunthorpe Yard, approximately 1.5km east of Scunthorpe Station.

2.2 Site Description

- 2.2.1 Roxby Landfill Site is accessed from the A1077 Winterton Road to the east of the landfill via a surfaced access road approximately 850m in length. The landfill site is currently operational and is located within a former ironstone gullet, approximately 1500m in length, 500m in width and 50m in depth.
- 2.2.2 The southern and western parts of the site have been filled up to final levels and an interim restoration has been completed on these areas. The north eastern part of the site is currently being infilled.
- 2.2.3 The site offices and associated car parking areas are located to the south west of the landfill. Access onto the landfill via a weighbridge lies on the southern site boundary, to the east of the site offices. The rail sidings form the western site boundary and are separated from the landfill by a fence.

2.3 Surrounding Area

Nature Conservation and Ecology

- 2.3.1 The Humber Estuary lies approximately 4.5km to the north east of the site at its closest point. The Humber Estuary is designated as a Ramsar site, Special Area of Conservation (SAC) and a Site of Special Scientific Interest (SSSI).
- 2.3.2 There are two statutory designated nature conservation sites within 2km of the site boundary. Conesby (Yorkshire East) Quarry SSSI lies approximately 1.5km to the south of the site and is designated as it is one of the last remaining exposures of Frodingham Ironstone which has yielded the richest known faunas from that unit. Bivalves are abundant and well preserved echinoderms also occur. Of particular international importance however, are the well preserved ammonite faunas indicating the Stellare and Denotatus subzones of the Upper Sinemurian. Conesby Quarry Local Nature Reserve (LNR) lies approximately 1.9km to the south west. The site lies within a SSSI Impact Risk Zone.

Geology

- 2.3.3 Roxby Gullet was excavated to expose and remove the Frodingham Ironstone, formed between 199.3 and 190.8 million years ago during the Jurassic period, which has been extensively worked in this area. The excavation involved the removal and back-casting of the Coleby Mudstones (now termed Charmouth Mudstone Formation), which are massive mudstones and subordinate bands of limestone and ironstone dipping in an easterly direction. The mudstones comprised over 90% of the total thickness of strata exposed in the east face of Roxby Gullet.
- 2.3.4 The superficial deposits have been largely removed from the site. However, the remaining on-site deposits and those to the north, west and south of the site comprise blown sand (loess), which are sedimentary deposits formed between 2.6 million years ago and the present during the Quaternary period.

The Water Environment

- 2.3.5 The site does not lie within a Groundwater Source Protection Zone. The site lies within Flood Zone 1, which is land at the lowest risk of flooding. However, land within Flood Zone 3 (land at the highest risk of flooding) lies close to the western boundary of the site, west of the rail sidings.
- 2.3.6 Winterton Beck lies close to the western boundary of the site, approximately 225m to the west at its closest point. A large waterbody lies between the site and Winterton

Beck immediately west of the rail sidings. The River Humber / Estuary lies approximately 6.5km to the north-east of the site at its closest point. The New River Ancholme lies approximately 6km to the east of the site, with the Old River Ancholme and a number of drains being present within the intervening land.

- 2.3.7 The site lies within the north western edge of the hydrometric catchment of the River Ancholme which drains the Humber Estuary. Drainage in the immediate vicinity of the site is via the Old Winterton Beck, which flows northwards to the River Humber. Across the surface catchment boundary to the west lie the lower reaches of the River Trent at some 5km distance.
- 2.3.8 Surface water run off from agricultural land at a higher elevation to the east of the gullet currently flows into the gullet via topographic low points on the eastern boundary of the site. Water is also input to the gullet via the Frondingham Ironstone to the west of the gullet.

Cultural Heritage and Archaeology

- 2.3.9 There are two Scheduled Monuments within 2km of the site. 'Earthworks remains of St Bartholomew's Church, High Risby' and 'Sawcliffe medieval village and moated site' lie approximately 1.8km to the south east and south of the site respectively.
- 2.3.10 There are a number of listed buildings and assets within 2km of the site, many of which are located within the village of Winterton to the north east, Thealby to the north west and Normanby to the west of the site. The closest listed buildings are located in Roxby. Grade II listed 'Roxby Hall Farmhouse' is located approximately 720m east of the site. Grade I listed 'Church of St Mary' and Grade II 'Two Tomb Stones 2-3 Metres South of Tower of St Mary's Church' lie approximately 770m east of the site.

Public Rights of Way

- 2.3.11 There are several public rights of way in the local area. Bridleway 319 extends along the landfill site access road, linking with footpath 162 in the south west of the site and Bridleway 159 extends along the western and northern site boundaries, meeting Roxby Road in the north east of the site.
- 2.3.12 Further to the east, footpaths and bridleways are located between Roxby and Winterton. Further to the west, footpaths 164, 165 and 166 run to the north and west of Normanby Hall.

2.4 Planning History

- 2.4.1 Planning permission 7/1990/0746 for a rail transfer facility was granted on 1st May 1992. Planning permission 7/1990/0757 was granted on 11th December 1992 for the restoration of the site by controlled waste landfill with non-putrescible, non-hazardous industrial by product (tioxide waste).
- 2.4.2 Conditions 3 and 5 of permission 7/1990/0757 were varied on 10th June 1997 by planning permission number 7/1996/0140 to enable the waste types to include domestic, industrial and commercial wastes and to amend phasing.
- 2.4.3 Conditions 2 and 3 of planning permission 7/1996/0140 were varied on 28th January 2004 by planning permission WD/2002/1134 to allow revisions to the restoration contours and an increase in waste inputs. The permission allowed the disposal of an additional 3 million cubic metres of waste enabling the site to be restored for use as a country park or similar use, whilst improving the design of the water management system.
- 2.4.4 Planning permission WD/2004/0975 was granted on 1st October 2004 for *'an environmental management compound containing 2 landfill gas flares, 4 generators, an electricity sub-station with associated pipework and plant'*.
- 2.4.5 Planning permission 2006/0411 was granted on 10th May 2006 to *'vary condition 7 of 2002/1134 to allow tipping and phased restoration of the site to be carried out in accordance with the revised plans dated 19 July 2005 at Roxby Landfill Site, Winterton Road, Roxby'*. The site currently operates under this permission.
- 2.4.6 Planning permission PA/2007/0056 was granted on 10th September 2007 *'to modify existing agreements originally made under Section 106 of the Town and Country Planning Act 1990 relating to the removal of clauses 3(1)(2)(3)(4) and (5) to allow waste to be transported to the site by road'*.
- 2.4.7 Planning permission PA/2007/0055 was granted on 30th March 2007 to *'construct a vehicle reception compound and alterations to the site access road and its junction with Winterton Road'*.
- 2.4.8 Planning permission PA/2019/830 was granted on 31 October 2019 to *'vary condition 5 of planning permission PA/2011/1050 namely to allow for the unloading of trains beyond the approved operating hours'*. This permission required the rail sidings to be removed by 28th January 2024.

- 2.4.9 Planning permission PA/2022/1293 was granted on 7th October 2022 to *'vary conditions 3 and 9 of planning permission PA/2019/830 to amend the end date for the development at Roxby Landfill Site'*. This permission extended the end date on the rail sidings to tie in with the landfill site end date (i.e. 10th May 2026).
- 2.4.10 Planning application PA/2025/1074 'to vary condition 6 of WD/2006/0411 to extend the life of the adjacent Roxby Landfill Site to allow landfilling to continue until 10 May 2037, restoration by 10 May 2042 and for all items to be removed from the site by 10 May 2042 (EIA development)' was refused by NLC on 16th March 2026. The stated reasons for refusal were 'Insufficient information has been provided to demonstrate that there is an essential need for the proposal which would outweigh the impact on the character of the area and the amenity of surrounding residents. In the absence of such justification, the continued erosion of rural character and the amenity of surrounding residents cannot be supported. The development is therefore contrary to policies RD2 and DS1 of the North Lincolnshire Local Plan, and policies contained within the National Planning Policy Framework.'
- 2.4.11 Planning application PA/2025/1075 'to vary condition 2 of PA/2022/1293 to extend the expiry date for development at the site until 10 May 2042 and refer to condition 3 instead of condition 4 for restoration to be completed in accordance with details to be submitted and approved by the local planning authority' was refused by NLC on 16th March 2026. The states reasons for refusal were 'Insufficient information has been provided to demonstrate that there is an essential need for the proposal which would outweigh the impact on the character of the area and the amenity of surrounding residents. In the absence of such justification, the continued erosion of rural character and the amenity of surrounding residents cannot be supported. The development is therefore contrary to policies RD2 and DS1 of the North Lincolnshire Local Plan, and policies contained within the National Planning Policy Framework.'

3.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT

3.1 Existing Situation

Waste Acceptance and Inputs

- 3.1.1 Roxby Landfill Site extends to approximately 58.7ha with the wider application site extending to approximately 93ha. The landfill gas compound and site offices lie to the south of the landfill with a surface water settlement lagoon situated to the north of the site offices. The rail sidings form the western landfill boundary.
- 3.1.2 The site accepts a range of non-hazardous wastes from domestic, commercial and industrial sources. Tioxide waste (a non-putrescible industrial by-product) has historically been accepted at the site in dedicated cells in the south west of the site. Following the cessation of the tiioxide waste being disposed of at the site in 2002, it was necessary to seek permission for revisions to the landfill phasing and to revise the final restoration contours to take account of changes to the waste settlement. Revised phasing was approved on 10th May 2006 under planning permission 2006/0411, which is the extant permission for the landfill site.
- 3.1.3 At the time of the 2002 planning application being submitted, all waste was delivered by rail via the adjacent sidings and permission was sought to increase the number of trains arriving at the site from 4 trains per day to 6 trains per day. However, in recent years, the inputs to the site have reduced and the majority of waste is now transported by road. Current waste inputs to the landfill amount to approximately 150,000 tonnes per annum (tpa) with approximately 110,000tpa being brought in by road and 40,000tpa being brought in by rail on approximately two trains per month. Inputs by road are restricted to 50 HGVs per day.
- 3.1.4 As of January 2026, the remaining void amounted to 1.8 million cubic metres (Mm³). By May 2026 this will have reduced to just over 1.7Mm³, which equates to approximately 11 years of landfilling based on an input rate of 150,000tpa.

Phasing

- 3.1.5 The landfill is infilled and restored in phases. There are 13 phases with Phase 1 situated in the south of the site and Phase 13 situated in the north west of the site. Tioxide waste was disposed of in Phase 1 and T3 situated in the south and south western part of the site.

3.1.6 With the exception of Phase 2, which is largely at final levels with a temporary cap, the majority of the southern part of the site is completed with a permanent cap in place. The north western flank is also at final levels with a permanent cap in place. The central and northern/north eastern parts of the site are still being brought up to final levels with a significant quantity of waste still needing to be imported to the central part of the landfill. These areas either have a temporary cap or are being actively worked with daily cover placed on the waste at the end of the working day.

3.1.7 The latest phasing is shown on Drawing Number R04 'Remaining Restoration Phasing Sequence'.

Site Operations

3.1.8 Waste brought to the site by HGV is weighed on the weighbridge close to the site office, then transported along the designated haul routes to the active landfill face.

3.1.9 Waste brought to the site by rail is transported in open top train containers which are weighed at the sidings. The waste is unloaded from the containers by wheeled grab machines and is then loaded onto articulated dump trucks which transport the waste to the active face. No waste is stockpiled at the rail sidings.

3.1.10 Following deposition, waste is compacted using a landfill compacter or similar plant. At the end of each working day, the waste is covered with fines or non-hazardous soils.

3.1.11 Care is taken to ensure that landfilling at higher levels does not give rise to nuisance from wind blown litter. A number of measures are taken to minimise the potential for litter nuisance.

- All waste delivered by road is transported to the site in sheeted or enclosed vehicles which are only opened on arrival at the working face, immediately prior to final disposal. This removes the risk of waste becoming wind-blown during transportation across the site;
- Once at the working face, waste is spread quickly and compacted by a purpose-built waste compaction vehicle;
- Where possible, on windy days, landfilling operations are undertaken in lower, more sheltered areas of the site, until weather conditions become more favourable. When this is not possible, the site management contacts customers to prohibit light-weight waste materials until weather conditions improve;
- The area of the working face is restricted to a size that enables site personnel to keep the waste sufficiently well compacted and covered with daily cover material;

- Cover material is always applied at the end of the working day;
- Mobile litter screens are erected adjacent to the working areas. The locations of the screens are changed as necessary, according to the wind direction. The screens are regularly inspected and any litter accumulating on the screens is removed to ensure that their efficiency is maintained; and
- Good operational practices reduce the risk of a litter nuisance off site. However, in the event that litter is observed outside the site perimeter, site personnel would be used to collect litter.

3.1.12 Whilst the site is generally remote from residential properties, it is recognised that the more elevated and exposed areas of the site have the potential to give rise to dust during dry weather conditions. The potential sources of dust from the landfill are mineral dust arising from site engineering works, such as lining and capping, from vehicles crossing the site on haul roads and from waste deposition.

3.1.13 The potential for the generation of dust is minimised by the adoption of strict waste acceptance procedures. In addition, site operations are undertaken in a manner which minimise the generation of dust, in accordance with the site's Environmental Permit. Particular importance is given to the following mitigation measures:

- The use of a water bowser on non-surfaced haul roads to dampen dust when necessary. The need for the use of additional chemical dust suppressants is reviewed regularly;
- The use of daily cover material to help to suppress dust within deposited waste materials;
- Waste which has the potential to generate a significant amount of dust is deposited at the front of the working face and is covered immediately. During periods of high winds, particularly dusty loads are not deposited at the site. A water bowser is available to dampen dusty loads if necessary; and
- Following restoration of the landfill surface, the restored areas will be seeded as soon as is practicable, to establish a good vegetation cover and reduce the potential for dust generation from restoration soils.

Timescales and operating hours

3.1.14 Condition 6 of planning permission 2006/0411 limits the duration of site operations and states:

'The permission shall have a duration of 20 years from the date the development commenced. At the end of the 20 year period referred to above, all tipping operations shall have ceased and the site shall have been cleared in accordance with the approved details.'

Reason: 'To ensure the development is carried out in a timely manner.'

3.1.15 Development at the site commenced on 10th May 2006 and therefore, as worded, the site's planning permission requires landfilling at the site to cease by 10th May 2026.

3.1.16 Condition 10 of the extant permission limits the site's operating hours and states:

'Except in cases of emergency all operations pursuant to this permission shall be carried out only between 6.00am and 6.00pm on Mondays to Fridays and between 6.00am and 2.00pm on Saturdays. No operations shall be carried out on Sundays or Public Holidays. At times when operations are not permitted works shall be limited to servicing maintenance and testing of plant and work of an emergency nature only.'

Reason: 'In the interests of amenity and to ensure the satisfactory restoration of the site.'

Traffic

3.1.17 The 2002 planning application was accompanied by a Rail Impact Assessment which provided details of the proposal to increase the number of trains delivering waste to the site from 4 trains per day to 6 trains per day. The majority of waste is currently delivered by road going HGVs with only two trains per month delivering waste via the adjacent sidings.

3.1.18 The site's Section 106 legal agreement limits HGVs to a maximum of 50 per day, as an average over a 12 month period. HGV movements currently amount to approximately 42 HGVs per day.

Employment

3.1.19 The landfill site currently employs 9 staff.

Environmental Protection Measures

3.1.20 Protection of the environment is given the highest priority during the operation of the landfill site.

Surface Water

- 3.1.21 During the operation of the landfill site, temporary ditches are provided as necessary to ensure there is no run-off from operational areas into surface water ditches and streams close to the site.
- 3.1.22 When the landfill operations are completed, a series of surface water features will control surface water run-off and protect the quality of the Winterton Beck. These are described more fully later in this chapter when the restoration proposals are provided in detail.

Groundwater

- 3.1.23 Groundwater protection measures are in place by means of an engineered basal and side liner and a Leachate Management Plan in accordance with site's Environmental Permit. Leachate is carefully managed and is not allowed to exceed 1 metre above the base of each cell. Leachate abstraction wells are constructed within each phase to allow leachate to be abstracted and monitored. In the event that elevated leachate levels are recorded, the procedures set out in the Leachate Management Plan are carefully followed to minimise the risk to groundwater and the environment.

Landfill Gas

- 3.1.24 Landfill gas emissions from the site are controlled in accordance with the site's Environmental Permit and Gas Management Plan. Gas control measures at the site currently comprise an active gas extraction system connecting a series of gas extraction wells installed across the waste mass and a network of pipework connecting the wells to the environmental management compound in the south of the site. The network of wells will be extended as infilling progresses.
- 3.1.25 Within the environmental management compound, landfill gas is used to generate up to 4MW of electricity in four separate generating engines. The electricity is exported direct to grid. Any excess gas is flared within the compound.
- 3.1.26 In accordance with the requirements of the Environmental Permit, landfill gas monitoring is regularly undertaken in a network of perimeter boreholes to demonstrate that landfill gas is not migrating beyond the site boundary. The monitoring results are provided to the Environment Agency.

On-site Plant and Equipment

- 3.1.27 The following plant and equipment are currently used on site during the landfilling phase of the development:

- Landfill compactor;
- D6 bulldozer;
- 3 x Volvo A30G dump trucks;
- 20t excavator;
- 5 tonne mini digger;
- 2 x agricultural tractors with water bowsers (one with loader bucket and fork);
- Road sweeper.

3.2 Approved Restoration Scheme

3.2.1 The site would be restored to a country park in accordance with the approved restoration scheme (as shown on Drawing Number R05 'Final Restoration'). The restored site would provide a mosaic of native tree and shrub planting with open areas of species rich grassland and a variety of wetland habitats suitable for casual recreation and nature conservation. Areas of woodland will link with existing areas of woodland to provide green corridors across the site. The proposed woodland covers the eastern and steep northern slopes of the site, separated by a network of footpaths and areas of grassland. Woodland will also be planted along the toe of the scarp slope, adding structure to the network of footpaths, cycleways and bridleways. The woodland planting mix will be designed to give a species composition similar to that found locally, depending on prevailing soil types. The restoration process will establish appropriate conditions for open grassland and wetland habitats. The type of grassland that can be created during the restoration process is strongly dependent upon the characteristics of the available soils.

3.2.2 Surface water will be channelled away from the eastern boundary by a shallow ditch to balancing ponds located in the south western and north western areas of the site. Surface water will flow by gravity from the balancing ponds to Winterton Beck, to the west of the site. The surface water ditch will be designed with varying bed width and side slope gradients to provide visual interest and a variety of wildlife habitats.

3.3 Proposed Development

3.3.1 This planning application seeks an extension of time to allow the completion of landfilling and restoration work at Roxby Landfill Site. Planning permission was originally granted for landfilling at the site in 1992 and a planning application was subsequently submitted in 2002 for an extension of time and revisions to the approved

restoration contours. The landfill site operates under planning permission reference 2006/0411 dated 10th May 2006 which was granted to 'vary condition 7 of 2002/1134 to allow tipping and phased restoration of the site to be carried out in accordance with the revised plans dated 19 July 2005 at Roxby Landfill Site, Winterton Road, Roxby'. Condition 6 of this permission states:

'The permission shall have a duration of 20 years from the date the development commenced. At the end of the 20 year period referred to above, all tipping operations shall have ceased and the site shall have been cleared in accordance with the approved details.'

- 3.3.2 Development at the site commenced on grant of permission on 10th May 2006 and therefore, as worded, the site's planning permission requires landfilling at the site to cease by 10th May 2026.
- 3.3.3 Whilst the site has been progressively infilled, the landfilling and restoration operations have not been completed and additional time is therefore required in order to achieve the approved restoration contours and for the site to be fully restored.
- 3.3.4 In September 2025, the Applicant submitted two planning applications which sought an extension of time for both the landfill site (application ref: PA/2025/1074) and the adjacent rail sidings (application ref: PA/2025/1075) for an additional period of 16 years beyond the currently permitted end date of 10th May 2026. This timescale comprised an additional 11 years to complete landfilling and a further 5 years to restore the site to the previously approved restoration contours. Permission was also sought to retain the adjacent rail sidings for a period of 16 years to align with the life of the landfill site, allowing both waste and restoration materials to be imported to the site by rail.
- 3.3.5 Both planning applications PA/2025/1074 and PA/2025/1075 (hereafter referred to as the 2025 applications) were refused by NLC on 16th March 2026. Copies of both Decision Notices are provided in Appendices B and C of the Planning Statement.
- 3.3.6 Notwithstanding the refusal of planning permission in March 2026, it is essential that landfilling is permitted to continue at Roxby Landfill Site so that the approved contours can be achieved and the site restored in accordance with the approved restoration scheme. The need for an extension of time for continued landfilling and restoration of the site is discussed further in Section 6 of this Planning Statement and the covering letter which accompanies this application.

- 3.3.7 Whilst there were no objections to the 2025 planning applications (refs: PA/2025/1074 and PA/2025/1075) from statutory consultees, objections were received from local residents, principally relating to the proposed timescales for landfilling and the associated potential for amenity issues. Biffa seeks to address the comments raised through this revised planning application.
- 3.3.8 This PS accompanies a revised planning application which is seeking permission for:
- An extension of time of an additional 8 years of landfilling beyond the currently permitted end date of 10th May 2026 (i.e. until 10th May 2034) during which time waste would be imported by both road and rail;
 - The completion of restoration works within 7 years of landfilling ceasing (i.e. until 10th May 2041) during which time only restoration material would be imported to the site by both road and rail; and
 - (Partially retrospective) permission for revised phasing across the landfill site (a revised phasing plan is being submitted with this application).
- 3.3.9 It is worth noting that under the extant permission, there is no defined timescale for restoring the landfill site. Under this application, timescales are proposed to fully restore the site in accordance with the approved scheme. This gives more certainty over the eventual closure of the site and is therefore considered to represent a benefit of the proposed development.
- 3.3.10 In summary, permission is being sought for an overall extension of time of 15 years beyond the currently permitted end date to allow the site to be restored to the approved contours, whilst reducing the period of landfilling when compared with the timescales proposed under the recent 2025 landfill application.
- 3.3.11 Permission is being sought under Section 73 of the Town and Country Planning Act 1990 to vary condition 6 of permission reference 2006/0411.
- 3.3.12 It is therefore proposed that Condition 6 is re-worded to read:
- ‘All landfilling operations shall be completed by 10th May 2034 and the site shall be restored by 10th May 2041. With the exception of essential landfill gas and leachate management infrastructure, all buildings, plant and equipment shall be removed from the site by 10th May 2041’.*
- 3.3.13 In addition to an extension of time, permission is being sought (partially retrospectively) for changes to the approved phasing, to take account of changes to the approved phasing drawings which have been necessary due to operational

reasons. It is therefore proposed that the phasing drawing reference BIF/ROX/PHA/01 'Phasing Proposals' which was submitted with the original July 2002 planning application, is replaced by an updated phasing plan which is submitted with this planning application. The proposed revised phasing is illustrated on Drawing Number R04 'Remaining Restoration Phasing Sequence'.

- 3.3.14 No other changes are proposed as part of this planning application, including changes to vehicle numbers, operating hours, drainage arrangements or methods of working.
- 3.3.15 The number of HGVs travelling to the site is currently restricted to 50 HGVs per day, calculated as an average over a 12 month period. There are no proposals to increase this number and opportunities to increase the proportion of waste brought in by rail will be sought where possible.
- 3.3.16 A separate planning application is being submitted to retain the adjacent rail sidings beyond the currently permitted end date, until 10th May 2041 to allow waste and restoration materials to be imported to the site by rail.

4.0 PLANNING POLICY

4.1 Introduction

4.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that determination by the relevant Local Planning Authority, in this instance, North Lincolnshire Council, must be made in accordance with the Development Plan unless material considerations indicate otherwise.

4.1.2 In reaching a decision on this application the first consideration is therefore whether the proposals accord with the Development Plan. Having done this, it is then necessary to have regard to all other material considerations, which include all relevant policy considerations contained in the emerging Development Plan as well as national planning policy and guidance.

4.1.3 This chapter of the Planning Statement focuses on the key planning policy considerations including the acceptability of the proposed development. Consideration of the relevant planning policies provides a reasoned justification for granting planning permission.

4.2 The Development Plan

4.2.1 The Development Plan with respect to waste development includes:

- The North Lincolnshire Core Strategy (June 2011); and
- Saved policies of the North Lincolnshire 2003 Local Plan (May 2003).

North Lincolnshire Core Strategy (2011)

4.2.2 North Lincolnshire Council is currently preparing a new Local Plan for North Lincolnshire which will eventually supersede both the 2003 Local Plan and the Local Development Framework plans. However, the current Development Plan comprises the North Lincolnshire Core Strategy (adopted June 2011) and the saved policies of the North Lincolnshire 2003 Local Plan.

4.2.3 The North Lincolnshire Core Strategy (Core Strategy) covers the period from 2006 to 2026 and it will therefore shortly be out of date. It states that *'This Core Strategy sets out the long term spatial planning framework for the development of North Lincolnshire up to 2026 by providing strategic policies and guidance to deliver the vision for the area including the scale and distribution of development, the provision of infrastructure to support it and the protection of our natural and built environment. It*

will also help to ensure that the investment decisions of key bodies are not made in isolation, but are properly coordinated, with a strong focus on the principles of sustainable development.'

4.2.4 The key policies considered relevant to the proposed development are discussed below.

4.2.5 The Core Strategy includes ten spatial objectives. Spatial Objective 7: 'Efficient Use and Management of Resources' is as follows:

'To ensure the efficient use of resources, maximising recycling of minerals and waste products, minimising pollution, maintaining and improving air, soil and water quality, and employing sustainable building practices in new development.'

4.2.6 Spatial Objective 8: 'Promoting Community Health and Well Being' is as follows:

'To promote an improvement in the health and well being of North Lincolnshire's people by maintaining and providing quality open spaces, play and sports facilities, better access to the countryside and improved health facilities.'

4.2.7 Policy CS2: 'Delivering More Sustainable Development' supports spatial Policy CS1 in requiring a sequential approach to locating new development and states that all future development in North Lincolnshire will be required to contribute towards achieving sustainable development. It goes on to state that proposals should comply with the overall spatial strategy together with a number of sustainable development principles which include (inter alia):

- Be located where it can make the best use of existing transport infrastructure and capacity, as well as taking account of capacity constraints and deliverable transport improvements particularly in relation to junctions on the Strategic Road Network;
- Where large freight movements are involved the use of rail and water transport should be maximised;
- Contribute to achieving sustainable economic development to support a competitive business and industrial sector;
- Take account of local environmental capacity and to improve air, water and soil quality and minimise the risk and hazards associated with flooding; and
- All change will be managed in an environmentally sustainable way by avoiding/minimising or mitigating development pressure on the area's natural and

built environment, its existing utilities and associated infrastructure and areas at risk of flooding. Environmental impacts to or from development that cannot be avoided should be adequately mitigated for it to be acceptable.

- 4.2.8 Policy CS6: 'Historic Environment' seeks to promote the effective management of North Lincolnshire's historic assets and protect, conserve and enhance North Lincolnshire's historic environment.
- 4.2.9 Policy CS16: 'North Lincolnshire's Landscape, Greenspace and Waterscape' states that the Council will protect, enhance and support a diverse and multi-functional network of landscape, greenspace and waterscape through a number of measures including *'requiring development proposals to improve the quality and quantity of accessible landscape, greenspace and waterscape, where appropriate'* and *'requiring the protection of trees, hedgerows, and historic landscape to be specified, where appropriate'*. A range of measures will be used to secure the creation and maintenance of the network of landscape, greenspace and waterscapes, including through developer contributions.
- 4.2.10 Policy CS17: 'Biodiversity' seeks to promote effective stewardship of North Lincolnshire's wildlife through:
1. Safeguarding national and international protected sites for nature conservation from inappropriate development;
 2. Appropriate consideration being given to European and nationally important habitats and species;
 3. Maintaining and promoting a North Lincolnshire network of local wildlife sites and corridors, links and stepping stones between areas of natural green space;
 4. Ensuring development retains, protects and enhances features of biological and geological interest and provides for the appropriate management of these features;
 5. Ensuring development seeks to produce a net gain in biodiversity by designing in wildlife, and ensuring any unavoidable impacts are appropriately mitigated for;
 6. Supporting wildlife enhancements that contribute to the habitat restoration targets set out in the North Lincolnshire's Nature Map and in national, regional and local biodiversity action plans;
 7. Improving access to and education/interpretation of biodiversity sites for tourism and the local population, providing their ecological integrity is not harmed.

- 4.2.11 Policy CS18: 'Sustainable Resource Use and Climate Change' states that the Council will actively promote development that utilises natural resources as efficiently and sustainably as possible. This includes conserving water resources, requiring the use of Sustainable Urban Drainage Systems (SuDS) where practicable, reducing carbon dioxide emissions, ensuring development and land use helps to protect people and the environment from pollution by protecting and improving the quality of air land and water. It also requires development to promote the use of a greenspace strategy and a green infrastructure plan, where applicable, which could help reduce the effects of climate change.
- 4.2.12 Policy CS19: 'Flood Risk' seeks to ensure that development avoids areas of current or future flood risk, and does not increase the risk of flooding elsewhere, by adopting a sequential approach to development. This will be achieved by locating development, where possible, on land that has a lower flood risk and relates land use to its vulnerability to flood.
- 4.2.13 Policy CS20: 'Sustainable Waste Management' mainly relates to the location of new waste management facilities. However, it also promotes sustainable waste management by (inter alia) stating that the Council will provide '*guidance on minimising potential social, environmental and economic impacts that are likely to arise in the development of waste infrastructure*'.
- 4.2.14 Policy CS25: 'Promoting Sustainable Transport' states that the Council will support and promote a sustainable transport system in the County that offers a choice of transport modes and reduces the need to travel through spatial planning and design and by utilising a range of demand and network management tools. The policy supports the transport of 'freight' by sustainable transport modes such as rail.

North Lincolnshire Local Plan 2003 (saved policies)

- 4.2.15 The 2003 Local Plan has been replaced by the Local Development Framework. However several of the policies have been saved and are used in the decision making process. Relevant policies are discussed below.
- 4.2.16 Policy T1: 'Location of Development' seeks to ensure that development is located where the need for car and lorry use is minimised, thus reducing the need for transport. The policy provides guidance on the location of development which is likely to create a significant volume of traffic in relation to the settlement hierarchy, the existing highway network and public transport.

- 4.2.17 Policy T2: 'Access to Development' requires all development to be provided with a satisfactory access. In larger developments, it should be served adequately by being readily accessible by a choice of transport modes; existing public transport services and infrastructure; or additions or extensions to such services linked directly to the development; and the existing highway network.
- 4.2.18 Policy RD2: 'Development in the Open Countryside' seeks to control development which is proposed in the open countryside but does allow for development in certain circumstances. It seeks to balance the needs and benefits of economic activity with maintaining and/or enhancing the quality of the countryside. It promotes the positive benefits of rural diversification by ensuring that the long term social and economic vitality of rural areas, and an efficient and flexible agriculture industry is maintained. The policy does not specifically mention landfill, although clearly landfill is typically located in the open countryside given that it is principally a method of restoring voids created by historic quarrying activities. Policy RD2 includes a number of provisions that apply to development which is permitted within the open countryside. All of the stated provisions are considered relevant.
- (a) the open countryside is the only appropriate location and development cannot reasonably be accommodated within defined development boundaries;
 - (b) the proposed development accords with the specific requirements set out in the relevant policies of this chapter and elsewhere in this Local Plan;
 - (c) the development would not be detrimental to the character or appearance of the open countryside or a nearby settlement in terms of siting, scale, massing, design and use of materials; and
 - (d) the development would not be detrimental to residential amenity or highway safety;
 - (e) account is taken of whether the site is capable of being served by public transport; and
 - (f) the development is sited to make the best use of existing and new landscaping.
- 4.2.19 Policy DS1: 'General Requirements' sets out the generality of environmental and other standards, which every planning application will be expected to meet, thus achieving economy, efficiency, convenience, amenity and safety in the development and use of land. The policy states that a high standard of design is expected in all developments in both built-up areas and the countryside and proposals for poorly designed development will be refused. All proposals will be considered against criteria which is set out in the policy. The following criteria of Policy DS1 are considered relevant:

- Amenity:
 - (iii) no unacceptable loss of amenity to neighbouring land uses should result in terms of noise, smell, fumes, dust or other nuisance, or through the effects of overlooking or overshadowing; and
 - (iv) amenity open space in the area should be retained, wherever possible; and
 - (v) no pollution of water, air or land should result which poses a danger or creates detrimental environmental conditions.
 - Conservation:
 - (vi) there should not be an adverse effect on features of acknowledged importance, on or surrounding, the site, including species of plants and animals of nature conservation value (particularly species protected by Schedules 1, 5 and 8 of the Wildlife and Countryside Act 1981), Scheduled Ancient Monuments, archaeological remains, listed buildings and Conservation Areas or trees and woodland covered by Tree Preservation Orders; and
 - (vii) the development must ensure the retention of those existing site features that make an important contribution to the character or amenity of the site or the surrounding area; and
 - (viii) development proposals should include the results of archaeological assessment, where appropriate, and adequate measures to ensure that there would be no unacceptable impacts on archaeological remains. Conditions will be imposed to secure suitable mitigation at the appropriate time in the development process.
- 4.2.20 Policy DS7: 'Contaminated Land' requires proposals for development on contaminated land to demonstrate that the level of contamination can be overcome by remedial measures or improvements.
- 4.2.21 Policy DS11: 'Polluting Activities' states that planning permission for development will only be permitted where it can be demonstrated that the levels of potentially polluting emissions do not pose a danger by way of toxic release, result in land contamination, pose a threat to current and future surface water resources, or create adverse environmental conditions likely to affect nearby developments and adjacent areas.
- 4.2.22 Policy DS13: 'Groundwater Protection and Land Drainage' states that all development proposals must take account of the need to secure effective land drainage measures

and groundwater protection in order to control the level of water in the land drainage system

- 4.2.23 Policy DS15: 'Water Resources' states that development will not be permitted which would adversely affect the quality and quantity of water resources or adversely affect nature conservation, fisheries and amenity by means of pollution from the development; or water abstraction, unless adequate measures are undertaken to reduce the impact to an acceptable level.
- 4.2.24 Policy DS16: 'Flood Risk' seeks to ensure that development within floodplains does not increase flood risk elsewhere.
- 4.2.25 Policy LC5: 'Species Protection' states that development will not be permitted which would have an adverse impact on badgers or other protected species.
- 4.2.26 Policy LC6: 'Habitat Creation' states that provision will be made for the creation of nature reserves and new wildlife habitats both in rural and urban areas. It also states that, where appropriate, in granting planning permission, the creation of such areas will be required for (inter alia) *'In association with the reclamation of former mineral workings and waste disposal sites'*.
- 4.2.27 Policy LC7: 'Landscape Protection' states *'Where development is permitted within rural settlements or within the open countryside, special attention will be given to the protection of the scenic quality and distinctive local character of the landscape. Development which does not respect the character of the local landscape will not be permitted.'*
- 4.2.28 Policy W1: 'Applications for Waste Management Facilities' principally relates to proposals for new waste management facilities. However, the policy seeks to ensure that waste development will be well designed and does not have any unacceptable impacts on the landscape, ecology, archaeology, water or air quality and that appropriate and adequate provision is made for the restoration, aftercare and management of the land.
- 4.2.29 Policy W2: 'Groundwater Protection' seeks to protect groundwater and surface water from the effects of waste development.
- 4.2.30 Policy W3: 'Flood Risk Areas' seeks to ensure that waste management facilities are not located in areas which are likely to be significantly and adversely affected by flooding.
- 4.2.31 Policy W6: 'Transportation of Waste' states that proposals involving the transportation of waste by road will not be permitted where the potential for rail and river

transportation exists. Development proposals involving the transportation of waste by rail and/or river will be supported.

4.2.32 Policy W8: 'Protection Zones and Waste Management Facilities' states that proposals for waste management facilities will be permitted provided that there is an adequate protection zone between the waste development and neighbouring existing or proposed sensitive uses.

4.2.33 Policy W20: 'Landraising' relates to the disposal of waste and seeks to ensure that such development is necessary and that it will not give rise to any unacceptable effects, particularly landscape and visual effects. It requires that there is a need for the development, the waste cannot be disposed of in any other way and the benefits of the proposal outweigh any adverse environmental impacts which the development is likely to cause.

4.3 Material Considerations

The National Planning Policy Framework (NPPF) – last amended December 2024

4.3.1 The NPPF (last updated 2024) is the primary national planning policy document and is a material consideration in the determination of planning applications. The document sets out the overarching planning policy that shall be implemented through the development plan and determination process. The NPPF does not contain any specific waste policies and these are contained within the National Planning Policy for Waste (2014) (NPPW). However certain principles of the NPPF and non-waste policies are relevant to the proposed development. Key paragraphs of relevance to the determination of the proposal are summarised below.

4.3.2 Paragraph 8 of the NPPF outlines the three overarching objectives for achieving sustainable development:

- 'An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect

current and future needs and support communities' health, social and cultural well-being; and

- An environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.'

4.3.3 The economic, social and environmental objectives should be pursued in mutually supportive ways. Paragraph 11 constitutes the Government's view of what sustainable development in England means in practice for the planning system. In terms of decision-taking, this means:

- 'c) approving development proposals that accord with an up-to-date development plan without delay; or*
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.'*

4.3.4 Paragraph 109 sets out the importance of considering transport issues at an early stage in order to address potential impacts of development on existing transport networks. This should include *'realising opportunities from existing or proposed transport infrastructure'* and *'identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains'*.

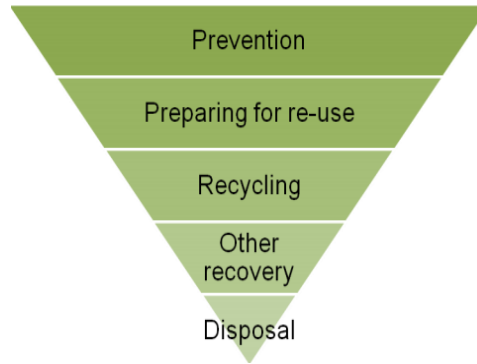
4.3.5 Paragraph 116 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

4.3.6 Paragraph 118 states that all developments that will generate significant amounts of movements should be supported by a Transport Statement or Transport Assessment so that the likely impacts of the proposal can be assessed and monitored.

- 4.3.7 Paragraph 199 states that planning decisions should sustain and contribute towards compliance with relevant pollutant limit values or national objectives for pollutants. Opportunities to improve air quality or mitigate impacts should be identified such as through traffic and travel management and through green infrastructure provision and enhancement.
- 4.3.8 Paragraph 201 states that the focus of planning decisions should be on whether the proposed development is an acceptable use of land, rather than the control of processes or emissions. Planning decisions should assume that these regimes will operate effectively.

National Planning Policy for Waste – 2014

- 4.3.9 The NPPW promotes the management of waste in accordance with the waste hierarchy which prioritises recycling waste over disposal. In Section 1 of the NPPW it states that *'positive planning plays a pivotal role in delivering this country's waste ambitions through: delivery of sustainable development and resource efficiency, including provision of modern infrastructure, local employment opportunities and wider climate change benefits, by driving waste management up the waste hierarchy'* and *'providing a framework in which communities and businesses are engaged with and take more responsibility for their own waste, including by enabling waste to be disposed of or, in the case of mixed municipal waste from households, recovered, in line with the proximity principle.'*
- 4.3.10 Section 7 of the NPPW states that Waste Planning Authorities should ensure that *'waste management facilities in themselves are well designed, so that they contribute positively to the character and quality of the area in which they are located.'* It also states that Waste Planning Authorities should not concern themselves with the control of processes which are a matter for the pollution control authorities but should work on the assumption that the relevant pollution control regime will be properly applied and enforced.
- 4.3.11 The Waste Hierarchy is set out in Appendix A of the NPPW as shown below.



4.3.12 The ‘Waste Hierarchy’ ranks waste management options according to what is best for the environment. It gives top priority to preventing waste in the first place. However, when waste is created, it gives priority to preparing it for re-use, then recycling, then recovery, and last of all disposal (e.g. landfill). It is worth noting here that although waste disposal sits at the bottom of the Waste Hierarchy, and is therefore the least preferred option, there remains a continued (albeit decreasing) need for landfills to manage non-recyclable waste.

4.4 Emerging Policy

4.4.1 A new North Lincolnshire Local Plan is being prepared. Once formally adopted it will replace saved policies of the 2003 Local Plan, the 2011 Core Strategy, the 2016 Housing and Employment Land Allocations Development Plan Document and the Lincolnshire Lakes Area Action Plan. The timetable within the November 2025 NLC Local Development Scheme indicates that the Draft Plan is currently being drafted with policy preparation and evidence being finalised. The Submission version of the new Local Plan is due by the end of 2026 with an Examination in Public due from early January to September 2027.

4.4.2 Given the relatively early stage of the Plan preparation, it is considered that it should be given limited weight in the decision making process.

4.5 Planning Summary and Conclusions

4.5.1 In 2025, planning permission was sought for an extension of time for Roxby Landfill Site for a period of 16 years beyond the currently permitted end date of 10th May 2026, comprising 11 years of landfilling followed by a further 5 years to complete restoration works. On this basis, landfilling would cease by 10th May 2037 with final restoration being completed by 10th May 2042. A further application was submitted in parallel for the retention of the adjacent rail sidings to allow its retention until 10th

May 2042, so that it could be used for the importation of waste and restoration materials by rail. Both applications were refused on 16th March 2026 for the following reasons:

'Insufficient information has been provided to demonstrate that there is an essential need for the proposal which would outweigh the impact on the character of the area and the amenity of surrounding residents. In the absence of such justification, the continued erosion of rural character and the amenity of surrounding residents cannot be supported. The development is therefore contrary to policies RD2 and DS1 of the North Lincolnshire Local Plan, and policies contained within the National Planning Policy Framework.'

- 4.5.2 Saved Policy RD2 'Development In The Open Countryside' of the North Lincolnshire Local Plan (May 2003) seeks to control development which is proposed in the open countryside but does allow for development in certain circumstances. The explanatory text (paragraph 6.10) states:

'Policy RD2 sets out the Council's overall development control policy for development within the open countryside. It aims to balance the needs and benefits of economic activity with maintaining and/or enhancing the quality of the countryside. It promotes the positive benefits of rural diversification by ensuring that the long-term social and economic vitality of rural areas, and an efficient and flexible agriculture industry is maintained.'

- 4.5.3 Whilst the policy does not specifically mention landfill, it is clear that landfill is not only essential, but is also (typically) inappropriate within defined settlements and is usually a means of restoring open voids created by historical quarrying activity (which is also typically inappropriate within defined settlements). It could also be argued that Policy RD2 relates to new development, whereas in the case of Roxby Landfill Site, the 'development' has been in existence for over 20 years and this application only seeks an extension of time to complete the site. Policy RD2 includes a number of provisions that apply to development which is permitted within the open countryside. All of the stated provisions are considered relevant.

- (a) the open countryside is the only appropriate location and development cannot reasonably be accommodated within defined development boundaries;
- (b) the proposed development accords with the specific requirements set out in the relevant policies of this chapter and elsewhere in this Local Plan;

- (c) the development would not be detrimental to the character or appearance of the open countryside or a nearby settlement in terms of siting, scale, massing, design and use of materials; and
- (d) the development would not be detrimental to residential amenity or highway safety;
- (e) account is taken of whether the site is capable of being served by public transport; and
- (f) the development is sited to make the best use of existing and new landscaping.

4.5.4 With regards to Policy RD2, a number of technical assessments have been undertaken to demonstrate that the continuation of landfilling at the site, and its subsequent restoration, would not have significant adverse effects on the environment or local amenity. An update to the 2002 Landscape and Visual Impact Assessment (LVIA) has been prepared to accompany this planning application (LVIA Addendum, Felstone Consulting, 2025). The LVIA Addendum concluded 'The potential landscape effects upon the individual elements and features within the site, the aesthetic and perceptual aspects and the Lincolnshire Edge Character Area (Despoiled Landscape Character Type) would be no more than medium/low and adverse.....The extension of time would allow for the completion and restoration of the site in accordance with the approved scheme and this would ensure the delivery of the beneficial effects previously identified in the 2002 LVIA'.

4.5.5 No significant amenity effects were identified as part of the technical assessments, including an Odour Survey which has recently been undertaken to assess the potential for significant odour related effects on local receptors. No objections were received by statutory consultees to the 2025 applications and NLC's Environmental Protection Team acknowledged that 'the site has an Environmental Permit issued by the Environment Agency and therefore environmental measures to mitigate against pollution incidents have been put in place.' No changes are proposed to the number of HGVs travelling to the site, which is limited within the extant permission to not more than 50 HGVs per day. No objections were received from the Highways Authority to the 2025 applications.

4.5.6 For the above reasons, it is considered that the proposed development accords with saved Policy RD2.

4.5.7 The reason for refusal of the 2025 applications also referred to saved Local Plan Policy DS1 'General Requirements'. The explanatory text (paragraph 17.5) states that the

purpose of Policy DS1 is to set out the generality of environmental and other standards, which every planning application will be expected to meet, thus achieving economy, efficiency, convenience, amenity and safety in the development and use of land. The policy states that a high standard of design is expected in all developments in both built-up areas and the countryside and proposals for poorly designed development will be refused. All proposals will be considered against criteria which are set out in the policy. The requirement to meet a high standard of design is considered to have already been met through the approval of the landfill working scheme and restoration scheme, which were previously considered acceptable through the granting of planning permission in 2006. No changes are proposed to the restoration scheme, with only minor changes proposed to the phasing of landfilling to take account of necessary operational considerations and to increase efficiency. However, the following criteria of Policy DS1 are considered relevant:

- Amenity:
 - (iii) no unacceptable loss of amenity to neighbouring land uses should result in terms of noise, smell, fumes, dust or other nuisance, or through the effects of overlooking or overshadowing; and
 - (iv) amenity open space in the area should be retained, wherever possible; and
 - (v) no pollution of water, air or land should result which poses a danger or creates detrimental environmental conditions.
- Conservation:
 - (vi) there should not be an adverse effect on features of acknowledged importance, on or surrounding, the site, including species of plants and animals of nature conservation value (particularly species protected by Schedules 1, 5 and 8 of the Wildlife and Countryside Act 1981), Scheduled Ancient Monuments, archaeological remains, listed buildings and Conservation Areas or trees and woodland covered by Tree Preservation Orders; and
 - (vii) the development must ensure the retention of those existing site features that make an important contribution to the character or amenity of the site or the surrounding area; and
 - (viii) development proposals should include the results of archaeological assessment, where appropriate, and adequate measures to ensure that there would be no unacceptable impacts on archaeological remains.

Conditions will be imposed to secure suitable mitigation at the appropriate time in the development process.

- 4.5.8 The site operates to a high standard in accordance with the conditions and requirements of its Environmental Permit. The site is routinely inspected by the Environment Agency and no significant issues have been identified during recent visits. The recent Odour Survey did not identify odours at levels which are likely to give rise to unacceptable odour impacts at nearby receptors. Surface water is carefully managed across the site and provisions are made to ensure that it is directed towards the temporary surface water drainage system prior to discharge off site, in accordance with the robust pollution prevention measures and an Environmental Permit. Once restored, the site's permanent drainage system would provide long term flood risk benefits as well as ecological and biodiversity enhancements alongside the wider restored landfill. If the site is not restored in accordance with the proposed contours, long term environmental harm is likely as a result of partially installed landfill gas and leachate control infrastructure and a landform which cannot be effectively drained.
- 4.5.9 In terms of the conservation element of Policy DS1, extensive ecological assessments have been undertaken across the landfill site over a number of years. The ecological value of the site is currently relatively low as it is an active landfill. However, the restored landfill would provide ecological and biodiversity enhancements which would not be delivered if the site is only partially completed. No adverse effects are likely on cultural heritage or archaeology as the site is an active landfill site which is infilling a void created by historical quarrying activity.
- 4.5.10 Notwithstanding the refusal of planning permission in March 2026, it is essential that landfilling is permitted to continue at Roxby Landfill Site so that the approved contours can be achieved and the site restored in accordance with the approved restoration scheme. The need for an extension of time for continued landfilling and restoration of the site is discussed further in Section * of the Planning Statement and the covering letter which accompanies this application.
- 4.5.11 Whilst there were no objections to the 2025 planning applications (refs: PA/2025/1074 and PA/2025/1075) from statutory consultees, objections were received from local residents, principally relating to the proposed timescales for landfilling and the associated potential for amenity issues. Biffa has reviewed the neighbour representations received by NLC relating to the 2025 planning applications and seeks to address them through this revised planning application.

- 4.5.12 The proposed development therefore seeks an extension of time for the existing Roxby Landfill Site until 10th May 2034, which equates to a period of 8 years beyond the currently permitted end date. Permission is also being sought for an extension of time for landfill restoration works for a period of a further 7 years until 10th May 2041. The extension of time is required to allow landfilling to be completed and the site to be restored in accordance with the approved restoration scheme.
- 4.5.13 The initial 8 year period would comprise landfilling with imported waste which would arrive by both road and rail. The additional 7 year period would only involve the restoration of the site using imported soils and restoration materials which would also be imported by both road and rail. This differs from the 2025 planning application which sought permission for 11 years of landfilling with a further 5 years to restore the site. No changes are proposed to the final approved restoration contours but this proposal would result in a greater proportion of soils and restoration materials being imported to the site and a lower quantity of waste. The overall void would however remain the same, which is estimated at approximately 1.7Mm³.
- 4.5.14 Permission is also being sought to allow for minor changes to the approved landfill phasing which are required for operational reasons. No changes are proposed to the approved restoration scheme.
- 4.5.15 Whilst national and local planning policy requires that waste is managed sustainably and in accordance with the Waste Hierarchy, there is an acknowledged and continuing need for landfill disposal to manage waste which cannot be reused, recycled or sent for energy recovery. Whilst energy recovery is acknowledged as being an alternative method for managing non-recyclable waste, not all waste can be burned and some local authorities do not have suitable energy recovery facilities available to them. Landfill therefore continues to play an important strategic management role for waste which cannot be reused, recycled or recovered (e.g. for energy or other value).
- 4.5.16 Roxby Landfill is an existing landfill facility which is able to accept this proportion of residual non-recyclable waste that will continue to arise over the short to medium-term. However, as Central Government's policies relating to waste management increasingly promote and support the reuse, recycling and recovery of household and commercial waste, inevitably the amount of waste being sent to landfill decreases accordingly. The significant increase in recycling rates in the UK is a success story. However it does have implications for the life of landfill sites across the country as lower waste inputs mean that many sites are unable to be restored within their originally agreed timescales. For this reason, permission is being sought for an

extension of time for landfilling and restoration of the site. The proposed timescales of an additional 8 years for landfilling and a further 7 years for restoration are considered to be realistic and would enable the approved restoration profile to be delivered.

- 4.5.17 The site is operated to a high standard and does not receive a significant number of substantiated complaints relating to amenity issues such as noise, odour or dust.
- 4.5.18 The site is operated in accordance with the conditions of an Environmental Permit which is regulated by the Environment Agency. This ensures that the site operations do not lead to any emissions, such as water, light, noise or air emissions, which could give rise to pollution or local amenity effects. However, the NPPF states that 'The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions, (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively.' The site was inspected by the Environment Agency in early March 2026 and no concerns were raised.
- 4.5.19 It is considered that the continued landfilling of residual waste and progressive restoration of the site meets the objectives of sustainable development and the Waste Hierarchy and therefore accords with relevant policies of the Development Plan and national planning policy, including the NPPW.

5.0 ENVIRONMENTAL CONSIDERATIONS

5.1 Introduction

- 5.1.1 The proposed development comprises an extension of time for the landfilling and restoration works at Roxby Landfill Site. Permission is sought to extend the site operations for a period of 8 years from the currently permitted end date of 10th May 2026 with up to a further 7 years to complete the restoration works in accordance with the approved scheme. Minor amendments are also proposed to the approved phasing arrangements which are necessary for operational reasons and to take account of the current and future working plans. No other changes to the site are proposed.
- 5.1.2 The main environmental considerations associated with the proposed extension of time and revised phasing include its potential for impacts on landscape and visual receptors and on transport. An Addendum to the 2002 Landscape and Visual Impact Assessment (LVIA) and an updated Transport Statement (TS) have therefore been prepared. As the site area exceeds 1 hectare (ha) a Flood Risk Assessment (FRA) has been prepared to accompany this planning application. A Preliminary Ecological Assessment (PEA) has also been undertaken and accompanies this planning application.
- 5.1.3 The site has a strategy in place for the mitigation of environmental risk caused by on-site activities. The following sections explain how this planning application has considered the various environmental aspects of the development.

5.2 Landscape and Visual

- 5.2.1 The planning application submitted in 2002 for an extension of time, revised restoration contours and revisions to approved phasing was accompanied by a Landscape and Visual Impact Assessment (hereafter referred to as the '2002 LVIA'). This work included a desk top review of the proposals and relevant background documentation, attendance at a meeting and conducting telephone discussions with North Lincolnshire District Council's Planning, Landscape and Ecology Officers, as well as undertaking site analysis in March and April 2002.
- 5.2.2 The 2002 LVIA assessed the potential for landscape and visual effects associated with the revised contours and changes to approved phasing, when compared to the original restoration scheme that had been approved in the mid-1990s. The assessment considered inherent mitigation which was described as including areas of early temporary restoration and also off-site planting along Roxby Road to fill in gaps within

an existing hedgerow. The 2002 LVIA concluded that there would be no significant landscape effects associated with the landfilling operations.

5.2.3 An Addendum to the 2002 LVIA has been prepared and accompanies this planning application. The Addendum, hereafter referred to as the 'LVIA Addendum', considered the potential for the proposed extension of time and revisions to the approved phasing to have unacceptable landscape and visual effects.

5.2.4 The 16 representative viewpoints used in the 2002 LVIA were reviewed and updated annotated baseline photography has been included for the 9 most relevant locations. The photographs are intended to act as an aid in assessing landscape and visual effects (see LVIA Addendum for photographs).

5.2.5 It is considered that landfilling operations will involve the following elements that have the potential to give rise to a landscape or visual effect:

- Landfilling operations;
- Vehicle and mobile plant movement within site;
- Stockpiles of materials within the landfill area;
- Rail and container movements at rail terminal;
- Creation of new landform.

Landscape Effects

5.2.6 The landscape-related environmental conditions for the site, its local setting and wider surrounding study area are broadly unchanged from the 2002 LVIA, with the exception that the Roxby Landfill void has continued to be infilled and is now at higher levels. The majority of the material which has been deposited during this period has been within the central and northern parts of the site and there have been areas of temporary capping installed and some areas of soiling and vegetation cover established.

5.2.7 In addition, it is noted that Bagmoor Wind Farm at approximately 400m to the south-west of the site was constructed and first generated power in July 2009. This development comprises 8 turbines, measuring 125m to blade tip. It is clearly visible across the study area and acts as a focal point from certain locations.

5.2.8 The topography of the site currently varies from 13m-20mAOD along the western site boundary rising to 38-59mAOD along the eastern site boundary. The office, weighbridge and wheelwash are set down at 21-23mAOD in the south west of the site.

- 5.2.9 There is a combination of bare ground and natural regeneration / sparse vegetation on the tipped and stockpiled areas, with some areas of tree planting. Parts of the landfill are also capped with sheeting, waiting for soil cover. The landfill area is interspersed with gas collection pipework, wells, signage and unsurfaced tracks. The current access is off Roxby Road to the east, along a track which is shared with Bridleway 319. A railway extends along the western boundary and Bridleway 159 also follows the boundary, connecting with Winterton to the north-east.
- 5.2.10 As noted in the 2002 LVIA, the site is located within a mainly agricultural landscape which includes a large poultry farm (Sheffield Farm) and arable fields to the west of the railway line and Winterton Beck, large arable fields separated by intermittent hedgerows and some blocks of woodland to the east, with steeper slopes of woodland, scrub and rough grazing to the south and gentler slopes of arable production to the north.
- 5.2.11 Buildings tend to be found as isolated farmsteads across the agricultural landscape, such as Old Cliff Farm to the north, Roxby House to the east, Bagmoor Farm to the south west and Normanby Grange Farm to the west. Buildings also feature as linear development along roads or as isolated properties, such as No. 49 Roxby Road to the east of the site, or along Thealby Lane to the west. Villages in the local area include Winterton, Roxby, Thealby and Normanby. Normanby Hall is set in parkland with a golf course and country park.
- 5.2.12 The site is identified as being within the Lincolnshire Edge Character Area, which includes the following description *‘Overall, it is a complex, diverse and elevated landscape which in addition to the open views and industrial influence contains large areas of deciduous woodland, plantation woodland, scarp slopes and historic villages born of the region’s agricultural revolution.’*
- 5.2.13 There are also several landscape character types within the character area, including the ‘Despoiled Landscape’ where the site is located, with reference to *‘Numerous open cast quarries, locally known as ironstone gulleys, are located along the escarpment slope to the north east of Scunthorpe and these quarries have been progressively restored.’*
- 5.2.14 In terms of its landscape value, overall, the landscape elements identified within the site and its local setting do not elevate value to the extent that it would be considered as ‘valued landscape’ for the purposes of the NPPF. The site has an overall poor landscape condition due to its historical use as an ironstone quarry, current landfilling operations and areas awaiting restoration and landscaping. The proposed site has

limited distinctiveness (other than as an active landfill site), with no rare or unusual features.

- 5.2.15 There are several public rights of way in the local area. Bridleway 319 extends along the landfill site access road and Bridleway 159 extends along the northern and western site boundaries. The surrounding agricultural areas have a simplicity and aesthetic appeal, whilst the elevated locations offer longer distance views and scenic quality. The parkland around Normanby Hall is distinctive and a popular visitor attraction. The areas of open water to the west and north also add visual interest to the area. However, the site itself is in a disturbed condition and is currently a localised detracting element.
- 5.2.16 In terms of the potential for landscape effects, the LVIA Addendum considered the potential for effects on individual elements and features within the site, aesthetic and perceptual aspects within and around the site and on the Lincolnshire Edge Character Area (Despoiled Landscape Character Type). The assessment concluded that the proposed extension of time and minor amendments to the approved landfill phasing would not give rise to any unacceptable landscape effects.

Visual Effects

- 5.2.17 The visual-related environmental conditions for the site, its local setting and wider surrounding study area are broadly unchanged from the original 2002 LVIA, with the exception of the operational wind turbines to the south of the site at Bagmoor Wind Farm which are visible on the skyline at certain positions.
- 5.2.18 The potential visual receptors (people living in the area, people who work there, people passing through on road or other forms of transport, people visiting promoted landscapes or attractions, and people engaged in recreation of different types) are unchanged from the original 2002 LVIA.
- 5.2.19 Key potential visual receptors in the area with potential visibility of the proposed continued infilling, include the following:
- inhabitants of the settlement and individual properties around Winterton, Roxby and Thealby;
 - users of the local road network connecting villages and settlements such as Roxby Road, Thealby Road and Normanby Road;
 - recreational users of the public right of ways, such as bridleway 159 and 319; and
 - recreational visitors to Normanby Hall Country Park.

- 5.2.20 Of the 16 representative viewpoints detailed within the 2002 LVIA, 9 were considered relevant to the proposed development and were reviewed and assessed within the LVIA Addendum. Details of the viewpoints are provided within the LVIA Addendum but are summarised below:
- Viewpoint 1 – bridleway 159 at Winterton;
 - Viewpoint 2 – Roxby Road at junction with bridleway 159;
 - Viewpoint 3 – Winterton Road at junction with bridleway 319 and site access;
 - Viewpoint 4 – Bridleway 319 and site access;
 - Viewpoint 5 – Bridleway 319 and site access;
 - Viewpoint 6 – Normanby Hall Country Park;
 - Viewpoint 7 – Normanby Road near footpath 164;
 - Viewpoint 8 – Thealby; and
 - Viewpoint 9 – Thealby Lane.
- 5.2.21 The more distant settlements of Burton upon Stather, Normanby and West Halton, roads such as Winterton Road and other footpaths and recreational routes in the wider area were not considered any further in the LVIA Addendum due to the generally limited visibility of the proposals.
- 5.2.22 The potential for the proposed development to have unacceptable effects on visual amenity was considered within the LVIA Addendum taking into consideration the sensitivity of each receptor, with inhabitants of settlements and individual properties as well as users of PROW close to the site having a high sensitivity to visual change and users of the local road network and users of the PROW network further afield having a medium or low sensitivity.
- 5.2.23 The assessment of the potential for visual effects concluded that the proposed extension of time for landfilling and restoration works and minor revisions to the approved landfill phasing would not result in any unacceptable visual effects on inhabitants of settlements or individual properties, users of the PROW network or the local roads around the site.
- 5.2.24 Post completion, the site would be restored as a country park with a domed landform and adequate surface water run-off along the eastern boundary. The site would be planted with a mix of acid grassland (subject to soil testing at the time), woodland, heathland and shrub planting with a network of footpaths and nature trails crossing

the site, as well as nature conservation enhancement with a variety of different wildlife habitats. The post restoration landform would accord with the landscape character of the local area and would be visually attractive.

5.2.25 In conclusion, the proposed extension of time and minor changes to the approved phasing, would not give rise to any unacceptable landscape or visual effects. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

5.3 Noise

5.3.1 A Noise Assessment has previously been undertaken to support a planning application in 2002.

5.3.2 The proposed extension of time has the potential to give rise to noise effects through the continuation of landfilling and restoration operations beyond the currently permitted timescale. However, the proposal to make minor amendments to the approved phasing is not considered likely to increase the overall potential for noise effects but would alter the timeframe when certain noisier activities are closest to noise sensitive receptors when compared to the assessment undertaken in 2002.

5.3.3 The 2002 assessment identified 4 noise monitoring locations which were considered to be representative of the closest noise sensitive receptors. The noise monitoring locations were as follows:

- Old Cliff Farm, 600m to the north;
- Bagmoor and Sheffield Farm, 800m to the south west;
- Fourwinds, 500m to the south east (Fourwinds has now been developed into Options Roxby House care home); and
- Winterton, approximately 650m to the north east.

5.3.4 The 2002 noise assessment considered the potential for noise impacts assuming a worst case scenario, which involved all mobile plant operating at the same time, working at the upper extents of the landfill and working in the nearest phases to each receptor (the same calculations were undertaken for the furthest phases of working).

5.3.5 Background noise monitoring was carried out to support the 2002 assessment, with background sound levels being recorded between 39.0dB_{LA90} at Bagmoor/Sheffield Farm and 49.5dB_{LA90} recorded at Winterton. Predicted sound levels were calculated for each of the noise sensitive receptors. The calculations indicated that the sound

levels at Fourwinds and Winterton would be well within the recommended limit of 55dBA and would be up to 5dBA above background at Old Cliff Farm to the north of the site. With regards to Bagmoor/Sheffield Farm, the assessment concluded that sound levels would typically be up to 7dBA above background which was considered to be of 'marginal significance'. However, when all items of plant were working at the nearest phase to Bagmoor Farm, and at the upper extent of the landfill where no screening occurs, the sound level would be up to 13dBA above background which was considered to represent sound levels at which 'complaints are likely'. However, this level would be very much lower than the limit of 70dBA permitted for temporary works which are permitted for periods of up to 8 weeks per year.

- 5.3.6 Calculations of predicted sound levels at the noise sensitive receptors, when working at the furthest phases of landfilling, concluded that these would be well within the recommended limit of 55dBA.
- 5.3.7 In terms of mitigation, the assessment report stated that all mobile plant is fitted with silencers and regularly maintained to ensure effective operation. Wherever possible, on-site haul roads are laid out so that vehicles can move around the site easily without the need for excessive manoeuvring. Gradients of on-site haul roads are designed so that vehicles do not have to travel great distances in low gear or with high revving engines. The 2002 Noise Assessment concluded that these measures would effectively control noise from the site and no additional mitigation measures were considered necessary.
- 5.3.8 This application only seeks permission for an extension of time as well as minor changes to the approved phasing. The extended life of the site would result in landfilling operations continuing for an additional 8 years beyond the currently permitted end date, with restoration continuing for up to an additional 7 years. With regards to noise, the proposed development would not result in additional noise impacts, other than the development continuing over a longer period of time. Although changes to phasing are proposed, the 2002 Noise Assessment predicted the sound levels at the closest noise sensitive receptors within both the nearest and furthest phases of the landfill. With the exception of the worst case scenario, when all plant is operating concurrently at the closest phase to Bagmoor Farm/Sheffield Farm, no significant noise effects were predicted. It is therefore considered that the results of the 2002 assessment continue to remain valid.

- 5.3.9 The site operates under the conditions of an Environmental Permit, and the requirements of the Permit, together with the existing noise control measures would continue to be applied throughout the life of the landfill.
- 5.3.10 No noise complaints have been received at the site within the last 5 years.
- 5.3.11 In conclusion, it is considered that the proposed extension of time, and minor amendments to the approved phasing, would not give rise to any unacceptable effects with regards to noise. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

5.4 Traffic and transport

- 5.4.1 The 2002 planning application was accompanied by a Rail Impact Assessment (Sanderson Associates, May 2002). At the time of the planning application, all waste was to be imported to the landfill by rail via the adjacent sidings. With regards to transport, the planning application sought to increase the number of trains from a maximum of 4 to a maximum of 6 trains per day.
- 5.4.2 The site is served by a single-track branch railway freight line which passes the site where there are two sidings located to the west of the landfill site. The sidings enter the site from the south and are aligned generally north to south, separated by a concrete apron.
- 5.4.3 The 2002 Rail Impact Assessment concluded that whilst it was essentially feasible to increase the number of trains per day from 4 to 6, under the conditions at the time (i.e. capacity) the additional trains would need to arrive and depart between 1740hrs and 2200hrs.
- 5.4.4 Extant planning permission reference 2006/0411 does not include any conditions with regards to the importation of waste by rail or road. The rail sidings operate under planning permission reference PA/2022/1293 dated 7th October 2022, which varied conditions 3 and 9 of permission PA/2019/830 to allow the rail sidings to operate until 10th May 2026 to align with the timescales for the landfill site.
- 5.4.5 Planning permission PA/2007/0056 was granted on 10th September 2007 to allow waste to be transported to the site by road. A legal agreement attached to this permission, requires that vehicles entering the site must only approach from the south and turn left into the access road from the A1077 and vehicles leaving the site must only turn right onto the A1077. HGV movements are also limited to 50 HGVs per day, as an average over a 12 month period.

- 5.4.6 Waste is currently imported to the site by both rail and road. Current waste inputs to the landfill amount to approximately 150,000 tonnes per annum (tpa) with approximately 110,000tpa brought in by road and 40,000tpa brought in by rail on approximately two trains per month.
- 5.4.7 Waste is imported to the site in Refuse Collection Vehicles (RCVs) and bulk haulage vehicles. The average payloads of these vehicles are as follows:
- RCV – 6-8 tonnes (calculation based on 6t for worst case scenario);
 - Bulk haulage vehicle – 23 tonnes.
- 5.4.8 Based on annual waste input rates (by road) of 110,000tpa, 275 working days per year¹, and assuming a 50:50 split between vehicle types, it is calculated that the following vehicle movements would be associated with the importation of waste to the site by road:
- RCV – 33 RCVs per day (or 66 two-way RCV movements per day);
 - Bulk haulage vehicle – 9 bulk vehicles per day (or 18 two-way bulk vehicles per day).
- 5.4.9 In total it is therefore calculated that approximately 42 waste vehicles travel to the site per day (or 84 two-way vehicle movements).
- 5.4.10 Traffic generated by the proposed development would continue for an extended period. The level of vehicle movements would be similar to the current situation during the operational period (i.e. until May 2034) but would reduce over the 7 year restoration phase, as only soils would need to be imported.
- 5.4.11 The level of traffic travelling to the site was previously assessed as part of the planning application (ref: PA/2007/0056) to allow waste to be imported to the site by road and was considered acceptable. There are no proposals to increase the number of HGV movements above the current limit of 50 HGVs per day.
- 5.4.12 It is considered that the proposed extension of time, and minor changes to the approved phasing, would not give rise to any unacceptable effects on the highway

¹ Based on 5.5 working days per week and 50 working weeks per year.

network, in terms of capacity or highway safety. It is therefore considered that the proposals are in accordance with the Development Plan.

5.5 Flood Risk and Drainage

- 5.5.1 A Flood Risk Assessment (FRA) has been prepared to accompany this planning application. The FRA assessed the existing fluvial and coastal flood risk to the site and established a management regime for surface water runoff from the site so that flood risk to adjacent areas is not increased. In line with national guidance, the FRA considered the potential for flood risk from rivers, the sea, groundwater, surface water, sewers and reservoirs.
- 5.5.2 The site is underlain by a Secondary A and Secondary U (undifferentiated) aquifer and is not within a groundwater Source Protection Zone.
- 5.5.3 Winterton Beck lies close to the western landfill boundary, west of the rail sidings, and is designated as a 'Main River' by the Environment Agency. There are no known Ordinary Watercourses within the site boundary. There may be some uncharted watercourses present within the topographically lower areas of the site. These features, while not currently identified on available mapping or surveys, could influence surface water flow and drainage patterns.
- 5.5.4 There is a known foul sewer network within Roxby Road. There are no known surface water sewers within the site.
- 5.5.5 The landfilled areas of the gullet in the south are drained to a balancing pond via a perimeter ditch along the southern boundary of the site and the balancing pond discharges to Winterton Beck at the south western corner of the site. To prevent contaminated waters entering the ditch, each of the two discharge points flows into a three-stage interceptor which may be isolated to retain any spillage. Each interceptor operates in conjunction with a balancing pond.
- 5.5.6 The run-off from the rail sidings is directed via a central gully to various drainage points, ultimately discharging to Winterton Beck.
- 5.5.7 The existing car park in the south of the site is metalled with a fall to allow surface water run-off from the area to flow directly into Winterton Beck. Water accumulating within the compound area flows via a three-stage interceptor to Winterton Beck. Run-off from the site access road flows via a drain to the balancing pond before being discharged to Winterton Beck.

- 5.5.8 In addition to the balancing pond in the south western corner of the landfill, there is a pond in the north western corner of the landfill site which currently discharges to a perimeter drain on the northern boundary of the site. This conveys surface water run-off to Winterton Beck in the north west of the site.
- 5.5.9 According to Flood Risk Mapping for Planning website (<https://flood-map-for-planning.service.gov.uk/>) the site is located entirely within Flood Zone 1, outside the extent of the 0.1% Annual Exceedance Probability (1 in 1,000) risk of flooding from a major river in any one year. As the site is in Flood Zone 1, it is considered to be at low risk of flooding from fluvial sources.
- 5.5.10 The majority of the site is classed as being at low risk (i.e. 1 in 1,000 or 0.1% chance) of surface water flooding, with smaller areas being at high risk (i.e. 1 in 30 or 3.3% chance) of flooding and medium risk (i.e. between 1 in 100 or 1% and 1 in 30 or 3.3% chance) of flooding. These areas of medium and high risk correspond with topographic depressions across the landfill surface.
- 5.5.11 The FRA describes the site as being at low risk of flooding from groundwater, reservoir and sewer sources. Overall, the site is therefore at low risk of on-site flooding from all sources.
- 5.5.12 Surface water run-off is currently directed towards Winterton Beck, to the west of the site, via a series of gravity-fed surface water ditches around the perimeter of the landfill site. Surface water flows from the perimeter ditches into two balancing ponds in the north west and south west of the landfill in order to control run-off rates and to facilitate settlement of suspended solids prior to being discharged at controlled rates into Winterton Beck. No changes are proposed to the current surface water drainage arrangements during the operational phase of the site.
- 5.5.13 The approved restoration scheme includes a series of surface water drainage ditches which will channel surface water run-off into existing balancing ponds prior to being discharged into Winterton Beck. These measures will minimise the potential for surface water run-off to lead to flooding of surrounding land, particularly in the east of the site where the gradients will be steeper.
- 5.5.14 The approved restoration scheme has been carefully designed to allow surface water to drain freely from the landform into the network of on-site drainage ditches and ponds, and finally into Winterton Beck to the west of the site. Any deviation from the approved contours would have potentially significant implications for surface water

drainage across the site which would increase the potential for engineering issues and pollution.

- 5.5.15 In conclusion, the proposed extension of time, and minor changes to the approved phasing, would not give rise to an increased risk of flooding from rivers, surface water, groundwater, reservoirs or sewers, either on-site or off site onto surrounding land. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

5.6 Environmental Nuisance

- 5.6.1 The Applicant operates the site in accordance with management plans, including an over-arching Amenity Management Plan (last updated August 2024). This plan covers the control of issues which have the potential to give rise to effects on local amenity, such as pests/vermin, dust, mud and litter. Separate Odour and Dust Management Plans also exist and are read in conjunction with the Amenity Management Plan as well as the site's bespoke Environmental Permit.

Odour

- 5.6.2 Odours may arise from landfills as a result of the waste types being accepted and the operational practices undertaken at the site. Although household waste landfills have a distinctive odour, resulting from the wastes themselves and the volatile compounds emitted during its decomposition, including landfill gas, the smell is not normally strong enough to be a significant problem for off-site receptors, particularly for sites such as Roxby, where residential properties are relatively distant from the site boundary.
- 5.6.3 Certain wastes, principally some industrial and hazardous wastes, have the potential to create unpleasant odours. These are mainly associated with hydrogen sulphide or other sulphur chemicals. Roxby Landfill does not accept wastes that would give rise to such highly odorous chemicals.
- 5.6.4 Waste arriving by rail is offloaded by grab machines which load the waste onto articulated dump trucks. The waste is then transported to the working face where it is unloaded and rapidly compacted using mobile plant. No waste is stockpiled at the rail sidings.
- 5.6.5 Waste arriving by road is either delivered in RCVs, where waste is mainly enclosed within the body of the vehicle, or in sheeted bulk haulage vehicles. Vehicles travel across the site to the working face, where waste is tipped directly from the vehicles

and is rapidly compacted using mobile plant. Daily cover material is used at the end of each working day to prevent waste becoming windborne and this significantly reduces the potential for odour associated with new waste deposits.

- 5.6.6 The control and management of odour is the subject of conditions within the site's Environmental Permit, which is regulated by the Environment Agency. The site also has an Odour Management Plan which sets out the requirements for managing and controlling odour at the site from all sources including incoming waste vehicles, deposited waste, leachate and landfill gas.
- 5.6.7 In addition to the measures set out within the Odour Management Plan, three mobile atomiser systems using an odour neutralising compound are used on the landfill, close to the working face and with their position on site changing depending on the wind direction. In addition to the 3 mobile units, on the operational area there are 2 perimeter systems fixed to the perimeter fencing. One is a wet odour line which sprays in a similar way to the atomisers but through a line and nozzles that are raised to the top of the fence. The second system is a dry odour system which uses an odour neutralising oil at the pump station through corrugated plastic pipe. This is attached to the perimeter fence but at a lower level. The use of the odour control system, together with careful management on site, significantly reduces the potential for odour to be detected off site.
- 5.6.8 Furthermore, the size of the operational area of the landfill which is uncapped is maintained as small as possible. This can clearly be seen in the photographs in Appendix D, which show that the majority of the site either has a permanent or temporary cap placed on it. This significantly reduces the area which is open to atmosphere and therefore minimises the potential for odours.
- 5.6.9 Odour is regularly monitored at the site boundary and staff are trained to ensure that in the unlikely event of odour being detected beyond the site boundary, or an odour complaint being received by the site, additional odour controls are employed. Site management will subsequently monitor the situation, with all remedial measures employed being recorded in the Site Diary.
- 5.6.10 Records of odour complaints over a 16 year period have been reviewed by the site management. There have been two periods when landfilling operations have given rise to odour at levels which have generated relatively high levels of complaints from residents. The first of these was in 2013 when a newly engineered cell flooded, causing significant operational issues which affected the ability to manage odour effectively, including the ability to extract landfill gas from the new cell. The second period was

during the winter of 2019/2020 when the rainfall was at record levels (and for a period thereafter whilst remedial measures were being undertaken). Water levels within landfill cells not only prevented access to construct the capping layer but also prevented gas extraction infrastructure from being installed. At this time (2019/2020) the site also accepted a higher level of waste fines which also increased the level of odour generated as a result of accelerated gas production.

- 5.6.11 Since 2020, the operational and management measures which have been implemented at the site have led to a significant drop in odour complaints with only 25 complaints being received in 2023, 10 being received in 2024 and only 6 being received in 2025, with 1 complaint between January and September 2025 (confirmed as being related to agricultural spreading off-site) and the remaining 5 being received after September when the planning application was submitted for the extension of time. All complaints were reported to the Environment Agency and were thoroughly investigated. No odour complaints have been received to date in 2026.
- 5.6.12 In terms of odour complaints, it is worth noting that the site not only lies within an agricultural area where the use of fertilisers and organic material is often spread on farmland, but the site also lies less than 1km to the south of Winterton Landfill Site which is operated by FCC Environment. This site is a hazardous landfill site which has been operating since around 2003, but is currently non-operational. The site lies approximately 500m from the closest properties within the village of Winterton. In summary, there are other sources of odour within the surrounding area which could be mis-interpreted as originating from the application site.
- 5.6.13 Current waste pre-acceptance and on-site waste acceptance procedures, reduced inputs to the site, and improvements to the quality of fines have led to significantly lower numbers of odour complaints, as evidenced by the Complaints Log. Furthermore, following the 2019/2020 period when relatively high numbers of odour complaints were received, Biffa has introduced procedures to ensure that open areas of the site are now tracked and recorded, the installation of landfill gas infrastructure and capping is now programmed and environmental issues are now discussed and prioritised during weekly management calls/meetings.
- 5.6.14 In addition, to the above operational improvements, waste accepted at the site is now largely non-putrescible. The Government's Simpler Recycling policy means that food waste has to be separated from general waste and separately treated, essentially diverting food waste from landfill. The proposed ban on Biodegradable Municipal Waste to landfill, which takes effect in 2028, will further reduce biodegradable inputs

to the site. These changes will significantly reduce the potential for odours to arise from uncapped areas of the site, as well as landfill gas emissions.

- 5.6.15 It is considered that the existing odour controls in place at Roxby Landfill Site would continue to be effective in controlling odour from the landfilling operations. However, the site's Odour Management Plan would be regularly reviewed and updated as necessary.

Landfill Gas

- 5.6.16 Landfill gas is produced during the biodegradation of putrescible wastes and comprises predominantly methane and carbon dioxide, in varying proportions depending on the stage of decomposition of the waste. If allowed to vent naturally to atmosphere it may give rise to odours, adversely affect vegetation growth by replacing oxygen in the soil atmosphere and cause air pollution. Both methane and carbon dioxide are greenhouse gases and are thus implicated in climate change.
- 5.6.17 Landfill gas migration, especially if it accumulates in confined spaces such as service ducts or buildings, can lead to explosive, asphyxiating or toxic conditions. Migration control is therefore an essential health and safety issue on all landfills accepting biodegradable waste.
- 5.6.18 Landfill gas at Roxby is used to produce electricity. Landfill gas emissions from the site are controlled in accordance with the site's Environmental Permit and Gas Management Plan. Gas control measures at the site currently comprise an active gas extraction system connecting a series of gas extraction wells installed across the waste mass and a network of pipework connecting the wells to the environmental management compound in the south of the site. Suction is applied at the compound to actively extract the gas from the landfill area and draw it to the gas extraction system in the landfill gas compound where it may be flared or used to fire gas engines to generate electricity. The network of gas wells will be extended as infilling progresses.
- 5.6.19 Within the environmental management compound, landfill gas is used to generate up to 4MW of electricity in four separate generating engines. The electricity is exported direct to the national grid. Any excess gas is flared within the compound.
- 5.6.20 In accordance with the requirements of the Environmental Permit, landfill gas monitoring is regularly undertaken within both the gas wells installed within the landfill as well as in a network of perimeter boreholes outside the waste mass. Monitoring of the perimeter boreholes, which is undertaken on a monthly basis, seeks to

demonstrate that landfill gas is not migrating beyond the site boundary. The monitoring results are provided to the Environment Agency.

- 5.6.21 In terms of odour from landfill gas, the extraction of the gas, with subsequent use for generating electricity or being flared, reduces the potential for odour to be detected beyond the site boundary. As the site is progressively capped and restored, the potential for odour also reduces as the engineered capping layer prevents odours from dispersing into the atmosphere.
- 5.6.22 The landfill gas extraction system will continue to be extended as landfilling progresses and landfill gas monitoring will continue for the life of the site operations and beyond. Odour associated with landfill gas will also continue to be routinely monitored and any odours detected beyond the site boundary will be investigated at the earliest opportunity.

Dust

- 5.6.23 Dust may arise during landfill operations, especially during very dry and windy conditions when fine particles of cover material or restoration soils are lifted and carried by the wind. Dust may also arise from vehicle wheels when travelling over unsurfaced site roads. The waste itself is usually damp enough for dust generation to be highly unusual.
- 5.6.24 The sites' Dust Management Plan provides detailed measures to reduce the potential impact from dust, including strictly enforcing speed limits, dampening haul roads and soil stockpiles and covering particularly dusty loads immediately.
- 5.6.25 Given the relatively remote location of the landfill in relation to residential properties, dust related complaints are unlikely.
- 5.6.26 No dust related complaints have been received by the site within the last 5 years.

Litter

- 5.6.27 Landfill sites that accept household wastes are especially prone to problems caused by windblown litter. This is partly because household wastes contain a high proportion of paper and plastic that is small enough in size to be readily picked up by the wind and transported across the site, and in some cases off site and onto neighbouring land and vegetation. In addition to this, sites that take local authority collected waste are usually under an obligation to remain open during adverse weather conditions, so as to provide continuity of service and avoid the risk that household waste will not be collected on a regular basis.

5.6.28 Complaints received by the site relating to litter are very low, with only 11 complaints being received since 2010, with the last complaints (2No.) being received in 2021. It is acknowledged that comments received on the 2025 application from local residents included complaints regarding litter on the highway. Unfortunately, litter on public roads is an issue across the whole of the UK. However, with the changes in waste types coming to landfill sites now (e.g. lower quantities of lightweight plastics and paper), litter from Roxby Landfill is less of an issue than it used to be.

5.6.29 Litter is controlled at the site through a combination of operational and management measures. These include:

- Waste is delivered to the site by rail in open containers and by road. Waste transported by rail is sampled beforehand which ensures that loads do not include a high proportion of lightweight material, which may have a higher potential for becoming wind-blown;
- Waste imported by rail is unloaded using grab machines that place the waste into dump trucks which then drive to the working face. Waste is not stockpiled at the rail sidings;
- Waste imported by road is transported in sheeted or enclosed vehicles, which are only opened on arrival at the working face, shortly prior to final disposal. This removes the risk of waste becoming wind-blown during transportation across the site;
- Once at the working face, waste is spread quickly and compacted by a purpose-built waste compaction vehicle. This has the effect of crushing and pinning down refuse, including lightweight materials;
- Whenever possible, on windy days, landfilling operations are undertaken in lower, more sheltered areas of the site, until weather conditions become more favourable. When this is not possible, the site management contacts customers to prohibit light-weight waste materials until weather conditions improve;
- The area of the working face is restricted to a size that enables site personnel to keep the waste sufficiently well compacted and covered with daily cover material;
- Mobile litter screens 4m in height are erected adjacent to the working areas. The location of the screens is changed as necessary, according to the wind direction and the area of working. The screens are regularly inspected and any litter

accumulating on the screens is removed to ensure that their efficiency is maintained; and

- Daily cover is used at the end of each working day so that waste cannot become wind-blown when staff are not on site to manage it.

5.6.30 Routine monitoring at the site boundary includes checks to ensure that litter has not escaped outside of the site. In the unlikely event that litter is detected beyond the site boundary, litter picking would be undertaken.

Pests/Vermin

5.6.31 Since 2010, only 11 complaints have been received by the site relating to pests, with 1 complaint in 2012, 9 complaints in 2013 (note, this was the year when there were a number of operational problems which also gave rise to odour complaints) and 1 complaint in 2016. No pest related complaints have been received in the last 10 year period.

5.6.32 It is acknowledged that comments received on the 2025 planning application included complaints about flies. However, given the types of waste being accepted at the site in recent years and the distance from sensitive receptors, it is considered extremely unlikely that flies observed in the nearby villages are associated with Roxby Landfill Site. In particular, the low level of food waste accepted at the site means that available food sources for flies are negligible. The area surrounding the landfill site is relatively agricultural in nature and there are multiple other activities (e.g. farming) which could lead to flies.

5.6.33 The site's Environmental Permit requires the site to have a Management Plan to control pests and vermin, and this includes the management of flies. Included within this plan is the use of scudder grid monitoring at locations likely to be a source of fly activity. Inhibitor fly sprays are carried out as required on the operational area, mainly between April and October when fly activity is likely to be highest due to the increased air temperature. Outside of this period, fly sprays are used when deemed necessary following inspections. Additional cover is also used over waste on flanks of the landfill to prevent fly infestation of these areas.

5.6.34 In conclusion, the range of procedures in place to control pest and flies on the site are considered sufficient to prevent unacceptable effects at nearby receptors, including local properties and businesses.

Mud and Debris

- 5.6.35 Since 2010, only 4 complaints have been received by the site relating to mud and debris on the highway, with the most recent complaint being received in 2021.
- 5.6.36 Any mud and debris noted on the highway in the vicinity of the site is unlikely to be from the landfill site. The site reception area includes wheel cleaning facilities, through which all site vehicles are required to pass. Furthermore, the site haul road is in excess of 850m in length and therefore, in the unlikely event of vehicles having any mud on their wheels after driving through the wheelwash, it would have become dislodged by the time the vehicles access Winterton Road.
- 5.6.37 The site's Amenity Management Plan includes procedures for the management of mud and debris from road going vehicles associated with the landfill site. The procedures include:
- The deployment of a mobile road sweeper between Monday and Saturday, with the hours adjusted to respond to site specific activities;
 - During times of higher risk of mud being tracked onto the highway, for example during engineering works (including by third party contractors), roadways would be monitored and additional road sweeping /brushing would be carried out if required;
 - Entrance and access roads are metalled and will be maintained in good condition;
 - Any un-metalled roads (e.g. haul roads across the landfill) will be maintained using frag and hardcore. This minimises the amount of mud accumulating on vehicle wheels;
 - A vehicle inspection area is provided on site. Drivers must use this area to inspect vehicles' wheels for any trapped bricks and debris prior to using the wheel wash and leaving the site;
 - All vehicles must use the wheel wash provided prior to leaving the site. The wheel wash is maintained in good working order and cleaned regularly. Downtime is minimised and is always carried out during quiet periods of low traffic frequency. Any breakdowns of the wheel wash are to be reported immediately and repairs carried out as quickly as possible;
 - If the wheel wash breaks down during periods of adverse weather conditions, an operative would be employed to manually clean vehicle wheels prior to vehicles leaving the site;

- If necessary, an out of hours mobile road sweeper will be employed to clean the access road and highway; and
- Any complaints will be investigated immediately and thoroughly. Details of the complaint and any action required will be recorded in the Site Diary and Complaints Log.

5.6.38 In conclusion, the range of procedures in place to control mud and debris, and preventing it being tracked onto the public highway, are considered to be sufficient to prevent unacceptable effects.

Conclusions

5.6.39 Odour, landfill gas, dust, litter, pests, mud and debris are currently controlled in accordance with robust, site-specific management plans, which are regularly reviewed and updated as necessary. The site also operates under the conditions of an Environmental Permit, which is regulated by the Environment Agency and includes conditions relating to air quality including odour and dust. All existing control measures would continue throughout the life of the site. Recent inspections by the Environment Agency have not raised any concerns regarding the site operations.

5.6.40 In conclusion, it is considered that the proposed extension of time, and minor amendments to the approved phasing, would not give rise to any unacceptable effects with regards to odour, landfill gas, dust, litter, pests, mud and debris. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

5.7 Ecology

5.7.1 A Preliminary Ecological Appraisal (PEA) has been undertaken to accompany this planning application. The PEA covers the entire planning application area including the landfill site, the site compound area, the site offices and land to the south of the access road.

5.7.2 Details of the methodology used for the PEA are provided within the PEA report, along with details of any relevant legislation and guidance.

5.7.3 One internationally important site is situated within 10km of the site boundary. The Humber Estuary RAMSAR, Special Area of Conservation (SAC), Special Protection Area (SPA), Site of Special Scientific Interest (SSSI) and Wild Bird General Licence Protection Sites Condition Zone (WBGLPSCZ) is located approximately 4.3km to the west of the site boundary. The site comprises muddy flats and suspended sediment providing a

range of habitats and qualifying features include sandbanks which are slightly covered by sea water all the time, Salicornia and other annuals colonising mud and sand, Atlantis salt meadows, coastal lagoons and embryonic shifting dunes and fixed dunes.

- 5.7.4 Three statutory designated sites for nature conservation are situated within 2km of the site boundary, the closest being Conesby (Yorkshire East) Quarry SSSI, located approximately 750m to the south-west of the site boundary. This SSSI is known for its geological interest. Risby Warren SSSI lies approximately 1.4km to the south west and is designated for both biological and geological interest. Its mosaic of plant communities includes not only one of the finest inland dune systems in Britain, but also heathland, contrasting acidic and calcareous grassland, broadleaved scrub and areas of coniferous plantation. Conesby Quarry Local Nature Reserve (LNR) lies approximately 1.4km to the south west and has a blue lagoon and an active quarry, with a variety of flora and fauna.
- 5.7.5 There are five non-statutory designated sites within the 2km search radius of the site, the closest being Thealby Gullet Local Wildlife Site (LWS), located adjacent to the western boundary of the site. This site includes scrub and a lake and comprises the unmanaged, botanically-rich northern part of the former limestone quarry complex.
- 5.7.6 MAGIC search identified that the site falls within the SSSI Impact Risk Zone (IRZ) for multiple SSSI sites and therefore Natural England is required to be consulted on the application.
- 5.7.7 A search of records of protected species was undertaken and details of species of conservation importance, or otherwise notable species, recorded within the last 10 years and within a 2km search radius of the site were noted within the PEA report (Table 3.3). These included amphibians (e.g. Common frog *Rana temporaria*), mammals (e.g. brown long-eared bat *Plecotus auritus* and Common pipistrelle *Pipistrellus pipistrellus*), birds (e.g. Barn owl *Tyto alba*, Red kite *Milvus milvus* and Reed bunting *Emberiza schoeniclus*) and invertebrates (e.g. Wall *Lasiommata megera*).
- 5.7.8 Habitats surveyed across the site included:
- Areas of semi-improved neutral grassland (3 areas of differing sizes) within the central and southern areas of the site;
 - Marshy grassland in the centre of the site along the eastern boundary;
 - Ephemeral habitat in the centre of the site;
 - Tall ruderal in the centre of the site;
 - Broadleaved plantation woodland (4 areas) in the centre of the site along the

eastern boundary, in the centre of the site along the western boundary and within the centre of the site. Two areas of woodland contained waterbodies;

- Mixed plantation woodland in the centre of the site;
- Semi-natural broadleaved woodland;
- Dense/continuous scrub (3 areas) within the centre of the site along the eastern boundary, within the north eastern corner of the site and within the centre of the site along the western boundary;
- Species-poor hedgerow in the north of the site;
- Standing water (two waterbodies in the central and eastern parts of the site);
- Hardstanding, including site haul road and site compound area; and
- Spoil (landfill area).

5.7.9 Eleven waterbodies were recorded within 500m of the site. However, only one was accessible during the site visit which was considered to be of poor suitability for amphibians. Suitable habitat exists within the site for amphibians and reptiles.

5.7.10 The majority of trees within the site, and within close proximity, were immature and lacked any suitable features to support roosting bats. The on-site buildings were also considered to be unsuitable and were subject to regular disturbance by staff movements. The hedgerows, scrub, ephemeral vegetation, waterbodies, woodland edges and grassland within the site boundary were considered to provide some suitable foraging and commuting habitat for bats.

5.7.11 No evidence of badgers or badger setts were identified during the site visit. The scrub, acid grassland, woodland, tall ruderal, ephemeral habitat and hedgerows within the site boundary provide suitable foraging and commuting grounds for badgers. In addition, there is suitable connectivity to the woodland blocks and other suitable habitats in the wider landscape. Due to the continuous movement of mobile plant on the spoil (landfill) area, it is considered unsuitable for sett creation.

5.7.12 It was considered unlikely that otter, water vole or hazel dormice would be present within the site.

5.7.13 The grassland, woodland, scrub, ephemeral habitat, tall ruderal and hedgerows were considered to provide some suitable habitat for various mammal species.

5.7.14 The hedgerows, scrub, woodland, grassland, tall ruderal and waterbodies were considered to provide some suitable nesting and foraging opportunities for a range of bird species.

- 5.7.15 The grassland, ephemeral habitat, woodland, hedgerows, waterbodies and scrub were considered to provide suitable habitat for invertebrates.
- 5.7.16 Horsetail, which is an invasive species, was noted on site during the survey.
- 5.7.17 The proposed development only comprises an extension of time for landfilling and restoration works and minor changes to the approved phasing. No changes are proposed to the approved restoration scheme and there are no additional areas of land which will be affected by the proposals.
- 5.7.18 Due to a combination of distance, lack of functionally linked habitats and significant barriers between the site and the designated sites, no direct or indirect adverse impacts are predicted on the statutory or non-statutory designated sites, including the Humber Estuary Ramsar, SAC, SPA, SSSI and WBGLPSCZ.
- 5.7.19 Habitats that have established on the landfill and areas around the site compound and in the southern part of the application area will be affected by the works required to deliver the approved restoration scheme for a country park. These works are likely to comprise the placement of restoration soils and/or the removal of vegetation. However, this would be the case, regardless of whether an extension of time is granted permission.
- 5.7.20 The proposed extension of time and change to phasing are considered unlikely to have any unacceptable effects on amphibians, reptiles, mammals, bats or birds.
- 5.7.21 Mitigation measures have been recommended to minimise the potential for harm to badgers, which may use the site for commuting or foraging. Recommended control measures are also proposed to control invasive plant species identified within the site.
- 5.7.22 The PEA sets out a number of ecological enhancement measures, including the installation of bird and bat boxes on retained trees, the creation of hibernacula to provide refuge for amphibian and reptile species and habitat enhancement within the restoration of the site.
- 5.7.23 In conclusion, it is considered that the proposed extension of time, and minor revisions to the approved phasing, would not give rise to any significant effects with regards to ecology, biodiversity or nature conservation. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

5.8 Other Issues

Soils, Contamination and Waste Management

- 5.8.1 The vast majority of the site comprises a landfill site, which is engineered to minimise the migration of leachate and landfill gas from the waste mass. Landfill gas is actively extracted and utilised to generate electricity. Excess landfill gas is flared.
- 5.8.2 The landfill operations are controlled in accordance with an Environmental Permit, regulated by the Environment Agency. The site is subject to regular monitoring by the Environment Agency and any compliance issues are discussed with the site management. The conditions of the Permit include the regulation and control of contamination caused by current and future waste management activities.
- 5.8.3 No changes are proposed to the site operations, other than the timescales for the life of the site and restoration, as well as minor alterations to the approved phasing. It is therefore considered that there is no potential for the proposed development to have an unacceptable effect on soils or to cause contamination.
- 5.8.4 In conclusion, no changes are proposed that would give rise to any unacceptable impacts on soils, contamination or waste management. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

Archaeology and Cultural Heritage

- 5.8.5 The site largely comprises an operational landfill site which occupies the site of former ironstone workings that commenced in the general area in 1859 and ceased in 1989. The Ironstone Gulleys represent an important local natural history and cultural heritage resource, although some, like Roxby Gullet, have planning consent for waste disposal. There is virtually no undisturbed ground within the site boundary and therefore the potential for archaeological remains of any significance is very low.
- 5.8.6 A small section of the permitted landfill site area along the eastern boundary is outside the extent of ironstone workings, and is currently in agricultural use. It is limited to less than 50m in width and contains no surface indication of any features of archaeological or cultural heritage importance.
- 5.8.7 In the surrounding area, the main sites of cultural heritage importance are Winterton village, approximately 1km from the site, which is designated as a Conservation Area, and Normanby Hall, approximately 2km to the west of the site, which is an important recreation resource. Normanby village is also designated as a Conservation Area. There

are sites of Roman villas at Winterton and Roxby and evidence of prehistoric and Anglo-Saxon occupation in the general area.

- 5.8.8 No changes are proposed to the site boundary and there are no proposals to excavate land within the boundary of the site. The proposed development would not have an unacceptable effect on archaeology or cultural heritage.
- 5.8.9 In conclusion, no changes are proposed that would give rise to any unacceptable impacts on archaeology or cultural heritage. It is therefore considered that the proposals are in accordance with the relevant policies of the Development Plan.

6.0 NEED

6.1 Introduction

- 6.1.1 Whilst the site has been progressively infilled, the landfilling and restoration operations have not yet been fully completed and additional time is therefore required in order to ensure that the approved restoration contours are achieved and for the site to be fully restored.
- 6.1.2 As a result, in September 2025 an application was submitted to North Lincolnshire Council (NLC) (ref: PA/2025/1074), which sought planning permission to allow landfilling for an additional 11 years beyond the currently permitted end date (i.e. until 10th May 2037) with a further 5 years to complete the restoration of the site in accordance with the approved scheme (i.e. until 10th May 2042). In addition to an extension of time, planning application ref: PA/2025/1074 sought permission (partially retrospectively) for changes to the approved phasing plans, to take account of changes which have been necessary for operational reasons. As a result, it was proposed that the phasing drawing reference BIF/ROX/PHA/01 'Phasing Proposals', which was submitted with the original July 2002 planning application, was replaced by an updated phasing plan.
- 6.1.3 In September 2025, an application was submitted in parallel (ref: PA/2025/1075) to extend the life of the adjacent rail sidings to enable waste and restoration materials to continue to be imported by train. The proposed timescales aligned with those of the landfill site and therefore it was proposed that the rail sidings would be removed from the site by 10th May 2042.
- 6.1.4 Both planning applications PA/2025/1074 and PA/2025/1075 were refused by NLC on 16th March 2026. Copies of both Decision Notices are provided in Appendices A and B of the Planning Statement. The reasons for refusal are discussed later within this ES.
- 6.1.5 Notwithstanding the refusal of planning permission in March 2026, it is essential that landfilling is permitted to continue at Roxby Landfill Site so that the approved contours can be achieved and the site restored in accordance with the approved restoration scheme.
- 6.1.6 Whilst there were no objections to the 2025 planning applications (refs: PA/2025/1074 and PA/2025/1075) from statutory consultees, objections were received from local residents, principally relating to the proposed timescales for landfilling and the associated potential for amenity issues. Biffa has reviewed the neighbour

representations received from the 2025 planning applications and seeks to address them through this revised planning application. Details of the proposal are provided in full in Section 3 of this ES, but in brief permission is now being sought for:

- An extension of time for an additional 8 years of landfilling beyond the currently permitted end date of 10th May 2026 (i.e. until 10th May 2034) during which time waste would be imported by both road and rail;
- A further 7 years of restoration following the cessation of landfilling (i.e. until 10th May 2041) during which time only restoration material would be imported to the site by both road and rail; and
- (Partially retrospective) permission for revised phasing across the landfill site (a revised phasing plan is being submitted with this application).

6.1.7 In summary, permission is being sought for an extension to the landfilling period of 8 years, followed by up to 7 years of restoration works including the importation of soils, to ensure that the site is restored to its approved profile, whilst reducing the period of landfilling when compared with the timescales proposed under the recent 2025 application.

6.1.8 The need for the proposed development is two-fold. Landfill voidspace is a finite and diminishing resource which needs to be reserved for waste arisings which cannot be reused, recycled or recovered. There is also a need to complete the site to the approved restoration contours. This chapter discusses these two issues.

Need For Landfill Voidspace

6.1.9 There has been an overall reduction in waste disposal to landfill across the UK resulting from legislative and regulatory changes, such as increasing Landfill Tax rates, landfill diversion targets and the requirement for waste producers to apply the Waste Hierarchy when managing their waste. As Central Government's policies relating to waste management increasingly promote and support the reuse, recycling and recovery of household and commercial waste, inevitably the amount of waste being sent to landfill decreases accordingly. The significant increase in recycling rates across the UK is a success story. However it does have implications for the life of landfill sites across the country as lower input rates mean that many sites are unable to be restored within their originally agreed timescales.

- 6.1.10 As the site accepts waste from commercial and industrial sources, the Covid-19 pandemic also had a significant effect on waste inputs to the site (as businesses were forced to temporarily close), as well as the subsequent economic downturn.
- 6.1.11 The Waste Hierarchy dictates that disposal to landfill is the least preferred waste management option and should only be used as a last resort when all other waste management methods have been discounted. It is also the most expensive waste management option and is therefore typically the last resort for waste producers. However, landfill remains an important part of the holistic approach to waste management. Furthermore, for many local authorities, landfill is still the principal option for managing residual (non-recyclable) waste as some do not have energy recovery facilities available to them. or other treatment facilities which are capable of managing non-recyclable (residual) waste. It is also worth noting that not all waste is suitable for treatment by energy recovery as it cannot be readily burned and waste is typically sent to landfill during period of maintenance at Energy from Waste plants.
- 6.1.12 As landfill sites across the UK close, the importance of landfill voidspace becomes even more significant. In 1992, Biffa had 38 operational landfill sites across the country but now have just 6 strategic sites, including Roxby. The importance of this site to Biffa as a business, as well as the customers it serves, cannot be underestimated.
- 6.1.13 A discussion paper published by the Environmental Services Association (ESA, March 2026)² also addresses the importance of landfill voidspace (page 6 'Remaining, unfilled void-space takes on increased strategic significance'). It states:

'Aside from the technical considerations relating to completion and restoration of landfill sites, the continued use of landfills for waste disposal would likely deliver significant benefit in providing a strategic facility of regional value.

The flexibility offered by landfills not only provides a useful contingency measure but also offers the safest and most viable option for the handling of an array of different waste streams. However, with all the publicity and attention focused on recycling and moving waste management options up the waste hierarchy, planning for continued landfill provision has somewhat fallen from grace and, for all intents and purposes, largely ground to a halt. This is a mistake: landfill is the only waste management option

² Extending Landfill End Dates, ESA Discussion Paper. Environmental Services Association, March 2026.

which is consumed as it is used and therefore some degree of replacement capacity is going to be required.

Landfill void is a scarce resource and with few applications coming forward for new sites it is important to make best use of currently available void and treat it as a strategic resource to ensure it lasts as long as possible so that it can continue to play its role in the UK's Circular Economy for the disposal of residues from those recycling and waste treatment processes further up the hierarchy.'

- 6.1.14 If the site were to close, this would lead to the diversion of approximately 150,000tpa of waste to other Biffa sites, or other third party operators. As there are very few strategic non-hazardous landfill sites left in the country, this would most likely necessitate waste being transported over significant distances and potentially out of the region (for example Biffa's nearest operational landfill site is Poplars Landfill in Cannock, Staffordshire). Furthermore, the diversion to alternative Biffa sites would necessitate all of the 150,000tpa of waste currently being accepted at Roxby, to be transported by road-going HGVs as no other Biffa landfill sites, or any other third party sites nationally, are rail linked. This would not be preferable from a sustainability or environmental perspective due to increased carbon emissions, and would also have an additional cost to the waste producer as a result of increased fuel consumption and additional staff (driver) salaries.
- 6.1.15 In summary, if permission is not granted for an extension of time, this would result in the loss of approximately 1.7Mm³ of void space and would necessitate all of the current waste inputs being sent to alternative sites, potentially over significant distances, by road going HGVs. It is essential that the remaining finite permitted void is maximised to ensure the holistic, cradle to grave approach to waste management can be delivered across the North Lincolnshire area and wider region.

Need To Restore The Site To Approved Contours

- 6.1.16 Roxby Landfill Site currently has around 1.7Mm³ of void remaining, which is principally in the central and northern/north eastern areas of the landfill. Whilst much of this area is covered with a temporary geomembrane cap, which significantly reduces the potential for odour, dust or litter from the underlying waste, the contours are such that they remain undulating and significantly lower than the approved contours, with central areas of the site being up to 9m below the approved levels. This is clearly illustrated in Drawing Number R06 'Roxby Remaining Void January 2006' and the photographs provided in Appendix D of this Planning Statement.

- 6.1.17 The approved contours for the site were carefully designed through computer modelling and take account of both the physical site conditions as well as a large number of environmental considerations. The designed contours ensure that the restored landform has a domed profile, take into account the calculated extent of settlement of the underlying waste mass and include suitable gradients across the restored surface that enable surface water to fall towards perimeter drainage ditches. The proposed contours take account of leachate monitoring infrastructure, as well as the extensive network of pipes and wells associated with the extraction of landfill gas from the waste mass (including condensation collected within the pipework). The proposed gradients also ensure that the site can be safely accessed for the long term, for both landscaping, maintenance and public access.
- 6.1.18 If permission is not granted to allow landfilling and restoration of the site beyond May 2026, it would leave a partially completed site, which would also create problems due to the undulating surface and significant low points within the landfill. Environmental harm would be likely to arise as a result of an increase in the risk of slope stability failure and other engineering issues such as differential settlement and the inability to effectively manage leachate and landfill gas, which is critical to ensuring the site does not lead to pollution of surface water, groundwater and the atmosphere. The contours would also be unsafe for public access, which is proposed under the approved scheme.
- 6.1.19 The discussion paper published by the ESA (March 2026) addresses the issue of landfill sites which are left unfinished and the potential risk of environmental harm that such sites can have. The Paper states:
- 'A partially filled and poorly restored landform would likely be much different from the approved landform that was envisaged when a site was originally granted permission. Furthermore, leaving a site unfinished, or below final contours of the agreed plan would risk significant damage to on-site pollution control infrastructure and pose a risk of pollution to air, land and water.*
- This is because effective site drainage and capture of landfill gas is predicated on pre-agreed contours and slope gradients, which allows surface water to drain freely from the landfill. Areas of incomplete infill risk slope stability, differential settlement and ponding of surface water. The extension of cessation dates for additional waste disposal would ensure that the originally agreed landform could be achieved and allow for any agreed after uses, such as safe public access.'*
- 6.1.20 In summary, if the agreed restoration levels cannot be reached, it would not be possible to restore the site in accordance with the approved scheme and this could

lead to long term environmental issues and an increased risk of surface water contamination and landfill gas emissions.

Other Need Considerations

- 6.1.21 If permission is not granted for an extension of time for continued landfilling at Roxby landfill Site, all waste disposal operations would need to cease. This would lead to the loss of 9 full time jobs, unless alternative employment opportunities could be found within local Biffa sites.
- 6.1.22 If the site were to close, it would have indirect impacts on the site's supply chain, which extends from contractors and maintenance staff, through to manufacturers of plant, equipment and spare parts.
- 6.1.23 The employment at the site also brings socio-economic benefits, which has a small but important impact on the local economy.

7.0 CONCLUSIONS

7.1 Summary

7.1.1 The proposed development seeks to vary Condition 6 of planning permission 2006/0411 dated 10th May 2006 which requires landfilling to cease within 20 years of the date of the commencement of operations. Development at the site commenced on 10th May 2006 and therefore , as currently worded, the site's planning permission requires landfilling to cease by 10th May 2026.

7.1.2 There has been an overall reduction in waste disposal to landfill across the UK resulting from legislative and regulatory changes, such as increasing Landfill Tax rates, landfill diversion targets and the requirement for waste producers to apply the Waste Hierarchy when managing their waste. As the site accepts waste from commercial and industrial sources, the Covid-19 pandemic also had a significant effect on waste inputs to the site, as well as the subsequent economic downturn. The site is not complete and the current voidspace is calculated at approximately 1.7Mm³. Without an extension of time, it will not be possible to complete the site to the approved contours or restore the site in accordance with the approved restoration scheme.

7.1.3 In 2025, planning permission was sought by the Applicant for an extension of time to allow for an additional 11 years of landfilling, followed by 5 years of restoration, in order to complete the site to the approved contours. Permission was refused by NLC in March 2026. In order to address concerns expressed by residents relating to the proposed timescales, a reduced timeframe for landfilling is now proposed which is considered to be achievable if parts of the site are completed using restoration materials rather than waste. Permission is therefore being sought for an extension of time to allow for an additional 8 years of landfilling with a further 7 years to fully restore the site. It is essential that the site is restored to the approved contours, which were originally designed to minimise the potential for environmental issues associated with differential settlement as well as leachate, landfill gas and surface water management. It is also critical that best use is made of landfill voidspace, which is a finite and diminishing resource. As landfill sites across the UK are completed, the voidspace at Roxby will become even more important, not only for Biffa as a business but for the customers it serves.

7.1.4 It should be noted that in estimating the remaining time needed to complete landfilling at Roxby, and restoring the site, Biffa have tried to give a worst-case scenario

to avoid the need to seek a further extension of time. It is possible, as other sites shut, that Roxby may be restored more quickly than the timescales stated in this application.

- 7.1.5 The NPPF states in paragraph 8 that the purpose of the planning system is to contribute to the achievement of sustainable development. Achieving sustainable development means that the planning system has three overarching objectives; economic, social and environmental. The environmental objective is to *'protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution...'*
- 7.1.6 The proposed development satisfies these objectives by enabling the continued use of a strategically important waste disposal facility. Landfill voidspace is an important finite and diminishing resource which must be maximised by reserving it for residual waste which cannot be re-used, recycled or otherwise recovered.
- 7.1.7 The site is an existing facility which operates to high environmental standards and therefore the proposal to retain the site beyond the currently permitted end date of May 2026 is making effective use of land. Following the closure of the site in May 2034, the site would be restored to a mixture of woodland, grassland and waterbodies in accordance with the approved restoration scheme, which would create a mix of ecologically valuable habitats.
- 7.1.8 In addition to an extension of time for landfilling and restoration, permission is also being sought for minor changes to the approved landfill phasing in order to reflect operational changes to phasing that have been necessary in recent years and to allow for restoration soils to be deposited across the site once landfilling has ceased. These changes are only minor in nature and would not affect the timescales for completion of the site.
- 7.1.9 An Addendum to the 2002 Landscape and Visual Impact Assessment has been undertaken to update the baseline environment and to take account of changes to phasing and a delay to the final restoration of the site. This concluded that the proposed development would not give rise to any unacceptable effects on landscape character or visual amenity.
- 7.1.10 A Transport Statement has also been prepared to assess the potential for environmental effects associated with traffic and transport. The proposed development would not lead to any changes in vehicle movements associated with the operation of the landfill, or any intensification in rail movements, and no unacceptable impacts are therefore predicted.

- 7.1.11 A Preliminary Ecological Appraisal has been undertaken to update the ecological baseline and to assess the potential for effects on ecology and biodiversity. The assessment concluded that the proposed extension of time, and minor revisions to the approved phasing, would not have any unacceptable effects on ecology or biodiversity.
- 7.1.12 The site currently operates under the conditions of an Environmental Permit which would continue to be regulated by the Environment Agency. The site also operates under a number of operational management plans, which detail the management measures required to control dust, odour, pests/vermin, mud/debris and litter, as well as providing guidance on general good housekeeping measures. It is considered that these management plans provide appropriate controls over the day-to-day operation of the landfill and no unacceptable amenity effects are anticipated.
- 7.1.13 The accompanying ES Addendum has considered the potential environmental and local amenity effects of the proposal and has concluded that, subject to the continued imposition of established mitigation measures that can be secured via planning condition, no significant adverse impacts would arise.
- 7.1.14 At the heart of the NPPF is the presumption in favour of sustainable development for proposals which are in accordance with the Development Plan. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission should be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 7.1.15 This Planning Statement and supporting assessments have demonstrated that the proposed extension of time for the landfill site is, on balance, in accordance with the Development Plan for North Lincolnshire and there are no material considerations which indicate otherwise.

DRAWINGS

R01 – Site Location Plan

R02 – Planning Permission Boundary

R03 – Existing Site Plan

R04 – Remaining Restoration Phasing Sequence

R05 – Final Restoration

R06 – Roxby Remaining Void January 2026

APPENDICES

Appendix A – Planning Permission reference 2006/0411

Appendix B – Decision Notice Reference PA/2025/1074 dated 16th March 2026

Appendix C – Decision Notice Reference PA/2025/1075 dated 16th March 2026

Appendix D – Photographs Of Roxby Landfill Site (Taken April 2026)