

Natural Resources Wales permitting decisions

Variation and consolidation of a bespoke permit

We have decided to issue a Natural Resources Wales initiated variation for Oakenholt Paper Mill operated by SCA Hygiene Products UK Limited.

The variation number is EPR/BJ9681IX/V008.

We consider in reaching that decision we have taken into account all relevant considerations and legal requirements and that the permit will ensure that the appropriate level of environmental protection is provided.

Purpose of this document

This is a decision document, which accompanies a variation notice being issued following a review of the permit.

It explains:

- **how** we have carried out our statutory review of the Operator's Permit;
- **why** we have decided to vary the Permit as a result of that review; and
- **why** we have included the specific conditions in the revised Permit through the variation notice we are issuing.

It is our record of our decision-making process, to show how we have taken into account all relevant factors in reaching our position.

It explains how we have reviewed and considered the techniques used by the Operator in the operation and control of the plant and activities of the installation. This review has been undertaken with reference to the decision made by the European Commission establishing best available techniques (BAT) conclusions ('BAT Conclusions') for the Production of Pulp, Paper and Board, which were published as a Commission Implementing Decision (2014/687/EU) in the Official Journal of the EU on 30th September 2014. It is our record of our decision-making process and shows how we have taken into account all relevant factors in reaching our position. It also provides a justification for the inclusion of any specific conditions in the permit that are in addition to those included in our generic permit template.

As well as considering the review of the operating techniques used by the Operator for the operation of the plant and activities of the installation, the consolidated variation notice takes into account and brings together in a single document all previous variations that relate to the original permit. It also modernises the entire permit to reflect the conditions contained in our current permit template.

The introduction of the new Permit format makes the Permit consistent with other permits issued to installations in this sector.

Although the wording of some conditions has changed and others have disappeared because of the new regulatory approach, it does not reduce the level of environmental protection achieved by the Permit in any way. In this document we address only our determination of substantive issues relating to the new BAT Conclusions.

This Variation is considered to be a normal variation because along with the administrative changes i.e. consolidating previous variations and moving to the new template, some detailed technical evaluation is required. This is a more complex variation than the norm, because it is doing three different things at the same time:

- **First**, it gives effect to our decisions following the statutory review of the existing Permit, following the implementation of the IED and the publication of BAT Conclusions covering the Production of Pulp, Paper and Board. That is what this variation is principally about.
- **Second**, it takes the opportunity to bring earlier variations into an up-to-date, consolidated Permit. These changes have already taken place and we are not re-explaining them, but the consolidated Permit should be easier to understand and use.
- **Third**, it modernises the entire Permit to reflect our current template. The template reflects our modern regulatory permitting philosophy and was introduced because of a change in the governing legislation. This took place when the Pollution Prevention and Control (England and Wales) Regulations 2000 were replaced in 2008 by a new statutory regime under the Environmental Permitting Regulations 2010 (as amended in 2013) to effectively introduce the IED.

The introduction of new template conditions makes the Permit consistent with our current general approach and philosophy. Although the wording of some conditions has changed, while others have disappeared because of the new regulatory approach, it does not affect the level of environmental protection achieved by the Permit in any way. We therefore explain only the statutory review in this document.

As the Variation will not have any negative effects on the environment it is not a substantial variation and so does not require external consultation. A fee for a normal variation based on the Operators OPRA score will be invoiced to the Operator.

Structure of this document

- Summary of our decision
- The legal framework
- How we took our decision
- Key issues/Regulation 60 response
- Conclusion

1 Our decision

We have issued a Variation, which will allow the Operator to operate the Installation, subject to the conditions in the varied Permit.

The Variation does three things:

- it consolidates the original Permit to reflect changes made through earlier variations;
- it brings the Permit into line with our modern regulatory template; and
- it varies the Permit where appropriate to reflect the outcome of our statutory review and incorporate Best Available Techniques (BAT) and associated Emission Limit Values (ELV's).

We consider that, in reaching this decision, we have taken into account all relevant considerations and legal requirements and that the Permit will continue to ensure that a high level of protection is provided for the environment and human health.

The original Permit, issued on the 30 August 2002, ensured that the Installation, employed Best Available Techniques (BAT) and ensured a high level of protection for human health and the environment. We have altered the Permit as a result of the statutory review, and we are confident that the new requirements will deliver a superior level of protection to that which was previously achieved.

2 The legal framework

The Consolidated Variation Notice will be issued under Regulation 20 of the EPR. The Environmental Permitting regime is a legal vehicle which delivers most of the relevant legal requirements for activities falling within its scope. In particular, the regulated facility is:

- an *installation* as described by the IED;
- subject to aspects of other relevant legislation which also have to be addressed.

We consider that, in issuing the Consolidated Variation Notice, it will ensure that the operation of the Installation complies with all relevant legal requirements and that a high level of protection will be delivered for the environment and human health.

We explain how we have addressed specific statutory requirements more fully in the rest of this document.

3 How we reached our decision

Requesting information to demonstrate compliance with BAT Conclusion techniques

We issued a Notice under Regulation 60(1) of the Environmental Permitting (England and Wales) Regulations 2010 (a Regulation 60 Notice) on 19th November 2014 requiring the Operator to provide information to demonstrate how the operation of their installation currently meets, or will subsequently meet, the revised standards described in the relevant BAT Conclusions document.

- Describes the techniques that will be implemented before 30/09/2018, which will then ensure that operations meet the revised standard, or
- justifies why standards will not be met by 30/09/2018, and confirmation of the date when the operation of those processes will cease within the installation or an explanation of why the revised BAT standard is not applicable to those processes, or
- justifies why an alternative technique will achieve the same level of environmental protection equivalent to the revised standard described in the BAT Conclusions.
- Where their permitted activity involves the use, production or release of a hazardous substances, as defined in Article 3(18) of the Industrial Emissions Directive, SCA Hygiene Products UK Limited were required to carry out a risk assessment considering the possibility of soil and groundwater contamination at the permitted installation with such substances. Where risk of such contamination is established prepare a baseline report containing information necessary to determine the state of soil and groundwater contamination so as to make a quantified comparison with the state upon definite cessation of the activity. SCA Hygiene Products UK Limited were required to provide a copy of the risk assessment and any consequent baseline report.

Where the Operator proposed that they were not intending to meet a BAT standard that also included a BAT Associated Emission Level (BAT AEL) described in the BAT Conclusions Document, the Regulation 60 Notice requested that the Operator make a formal request for derogation from compliance with that AEL (as provisioned by Article 15(4) of IED). In this circumstance, the Notice identified that any such request for derogation must be supported and justified by sufficient technical and commercial information that would enable us to determine acceptability of the derogation request.

The Regulation 60 Notice response from the Operator was received on 31 March 2015.

We considered that the response contained sufficient information for us to commence determination of the permit review. The Operator made no claim for commercial confidentiality. We have not received any information in relation to the Regulation 60 Notice response that appears to be confidential in relation to any party.

4 Key issues/Regulation 60 response

BAT Conclusions for the Production of Paper, Pulp and Board were published as a Commission Implementing Decision (2014/687/EU) in the Official Journal of the EU on 30th September 2014. There are 53 BAT Conclusions. This annex provides a record of decisions made in relation to each relevant BAT Conclusion applicable to the installation. This annex should be read in conjunction with the permit/variation notice issued.

A detailed response was received from SCA Hygiene Products UK Limited. Where the Operator has concluded that they have achieved BAT, and we are in agreement, no further information / justification has been sought by Natural Resources Wales.

In the determination of this application it was necessary to impose improvement condition on the operator, this is to ensure that the site complies with the BAT conclusions.

Improvement Condition 7 requires that:

“If storing Priority Hazardous Substances on site, the Operator must carry out the following assessments with reference to the Environment Agency’s guidance “How to carry out a risk assessment if you’re applying for a bespoke permit that includes discharging hazardous pollutants to surface water”:

- Phase 1 Part A screening tests for mercury, cadmium, nickel, lead, benzene, polyaromatic hydrocarbons and any other relevant substances. Phase 1 Part B screening tests for mercury, cadmium, polyaromatic hydrocarbons and any other relevant priority hazardous substances.
- For any substance which is not screened out by the Phase 1 Part A or Part B screening tests the Operator will also need to carry out Phase 2 modelling, as described in “How to carry out a risk assessment if you’re applying for a bespoke permit that includes discharging hazardous pollutants to surface water”:

The Operator must provide Natural Resources Wales with the results of the emissions monitoring, the results from the screening tests and the results from any Phase 2 modelling. The Operator may use the Environment Agency’s H1 electronic screening tool to present the emissions data and to carry out the Phase 1 screening tests.

Note: With regard to the Phase 1 Part A screening - a full list of relevant substances is provided in the Environment Agency guidance “How to carry out a risk assessment if you’re applying for a bespoke permit that includes discharging hazardous pollutants to surface water” under the section entitled “Screening test: priority hazardous pollutants”. The Operator must review the list and carry out the screening for any substances, in addition to those specified above, that may be present in the installations discharges to surface

water. With regard to the Phase 1 Part B screening for priority hazardous pollutants, the section entitled “Screening test: priority hazardous pollutants” provides a full list of relevant priority hazardous substances and their associated annual significant loads”.

We have set Improvement Condition 7 to ensure that the installation meets Water Framework Directive requirements going forward for screening dangerous substances.

The Operator’s response to Improvement condition 7 is required to be submitted by 30th September 2016.

Improvement Condition 8 requires that:

“The Operator shall submit the written protocol referenced in condition 3.1.3 for the monitoring of soil and groundwater for approval by Natural Resources Wales. The protocol shall demonstrate how the Operator will meet the requirements of Articles 14(1) (b), 14(1) (e) and 16(2) of the IED. The procedure shall be implemented in accordance with the written approval from Natural Resources Wales”.

Improvement Condition 6 has been set with the purpose of defining the procedure by which monitoring of groundwater and soil required by new permit condition 3.1.5 will be conducted. (Permit condition 3.1.3 has been added to deliver the requirements of the Industrial Emissions Directive). The written protocol developed by the Operator will be used to deliver compliance with permit condition 3.1.3 in terms of the monitoring regime to demonstrate continued protection of the soil and groundwater.

The Operator’s response to Improvement Condition 6 is required to be submitted by 30th September 2016.

Improvement Condition 9 requires that:

“The Operator shall submit a report on the baseline conditions of soil and groundwater at the installation. The report shall contain the information necessary to determine the state of soil and groundwater contamination so as to make a quantified comparison with the state upon definitive cessation of activities provided for in Article 22(3) of the IED. The report shall contain information, supplementary to that already provided in the application Site Condition Report, needed to meet the information requirements of Article 22(2) of the IED”.

This improvement condition requires information supplementary to that already provided in the application site report, which is needed to meet the information requirements of Article 22(2) of IED. Specifically, any relevant hazardous substances which are used, produced or released by the installation need to be identified and additional baseline monitoring undertaken if relevant hazardous substances are associated with the installation.

The Operator’s response to Improvement Condition 9 is required to be submitted by 30th September 2016.

Improvement Condition 10 requires that:

“The operator shall submit, for approval by Natural Resources Wales, a report setting out progress to achieving the ‘Narrative’ BAT where BAT is currently not achieved, but will be achieved before 30 September 2018. The report shall include, but not be limited to, the following:

- 1) Methodology for achieving BAT.
- 2) Associated targets / timelines for reaching compliance by 30 September 2018
- 3) Any alterations to the initial plan”

We have set this improvement condition to require that the site demonstrates that it will meet the appropriate BAT.

The Operator’s response to Improvement Condition 9 is required to be submitted by 30th September 2016 and 30 September 2017.

Improvement Condition 11 requires that:

“The Operator shall submit a written report detailing the way in which bimonthly monitoring of adsorbable organically bound halogens (AOX) in the effluent discharged through emission point W1 will be carried out, in order to demonstrate compliance with BATc 50.”

We have set this improvement condition to require that the site demonstrates that this monitoring will be carried out to the appropriate standard.

The Operator’s response to Improvement Condition 11 is required to be submitted by 30th September 2016.

Improvement Condition 12 requires that:

“The operator shall submit, for approval by Natural Resources Wales, a report detailing how compliance with the limits for ammoniacal nitrogen and total nitrogen will be assessed to account for the variability in the raw water concentrations..”

We have set this improvement condition to require that the site demonstrates that these limits will be shown to be met.

The Operator’s response to Improvement Condition 12 is required to be submitted by 30th September 2016.

Decision Checklist regarding relevant BAT Conclusions.

BAT Conclusions for the Production of Paper, Pulp and Board, were published as a Commission Implementing Decision (2014/687/EU) in the Official Journal of the EU on 30th September 2014. There are 53 BAT Conclusions. This checklist provides a record of decisions made in relation to each relevant BAT Conclusion applicable to the installation. This annex should be read in conjunction with the Consolidated Variation Notice.

All BAT Conclusions arising are listed by number in order below;

BAT Conclusion No	Summary of BAT Conclusion requirement	Page number in Operators Regulation 60 Response	Status One of the following: Not Applicable, Currently Compliant, Compliant in the future (within 4 years of publication of BAT conclusions), Not Compliant
General BAT conclusions			
The BAT mentioned in this section apply to all installations covered by these BAT conclusions (Production of Paper, Pulp and Board).			
1.	BAT is to implement and adhere to an environmental management system (EMS)		Future compliant, Permit includes improvement condition 9 which requires submission of appropriate report
2.	BAT is to apply the principles of good housekeeping for minimising the environmental impact of the production process		Currently Compliant
General BAT Conclusions– not applicable (3 - 4)			
5.	BAT is to reduce fresh water use and generation of waste water, BAT is to close the water system to the degree technically feasible in line with the pulp and paper grade manufactured		Currently Compliant
6.	BAT is to reduce fuel and energy consumption in pulp and paper mills,		Currently Compliant
7.	BAT is to prevent and reduce the emission of odorous compounds originating from the waste water system,		Currently Compliant

BAT Conclusion No	Summary of BAT Conclusion requirement	Page number in Operators Regulation 60 Response	Status One of the following: Not Applicable, Currently Compliant, Compliant in the future (within 4 years of publication of BAT conclusions), Not Compliant
8.	BAT is to monitor the key process parameters		Future Compliant: The reporting of performance parameters has been included in the permit.
General BAT Conclusions– not applicable (9)			
10.	BAT is to carry out the monitoring of emissions to water, according to EN standards. If EN standards are not available, BAT is to use ISO, national or other international standards that ensure the provision of data of an equivalent scientific quality.		Currently Compliant
General BAT Conclusions– not applicable (11)			
12.	BAT is in order to reduce the quantities of wastes sent for disposal, BAT is to implement a waste assessment (including waste inventories) and management system, so as to facilitate waste reuse, or failing that, waste recycling, or failing that, 'other recovery',		Currently Compliant
13.	BAT is to substitute chemical additives with high nitrogen and phosphorus contents by additives containing low nitrogen and phosphorus content.		Improvement condition 10 will require reports on progress to achieve BAT
14.	BAT is to use both Primary (physio-chemical) and Secondary (biological) treatments to reduce emissions of pollutants into receiving waters.		Improvement condition 10 will require reports on progress to achieve BAT
15.	When further removal of organic substances, nitrogen or phosphorus is needed, BAT is to use tertiary treatment		N/A

BAT Conclusion No	Summary of BAT Conclusion requirement	Page number in Operators Regulation 60 Response	Status One of the following: Not Applicable, Currently Compliant, Compliant in the future (within 4 years of publication of BAT conclusions), Not Compliant
16.	BAT to reduce emissions of pollutants into receiving waters from biological waste water treatment plants.		Currently Compliant
17.	BAT is to reduce emissions of noise from pulp and paper manufacturing.		Improvement condition 10 will require reports on progress to achieve BAT
18.	BAT is to prevent pollution risks when decommissioning a plant		Improvement condition 10 will require reports on progress to achieve BAT
BAT Conclusions for Kraft Pulping Process – not applicable (19 - 41)			
42.	BAT is to reduce the risk of contamination or to prevent contamination of soil and groundwater and to reduce wind drift of paper recycling and diffuse dust emissions from the paper recycling yard.		N/A
43.	BAT is to reduce fresh water use, waste water flow and pollution load.		N/A
44.	In order to maintain advanced water circuit closure in the mills processing paper for recycling and to avoid possible negative effects from the increased recycling of process water.		N/A
45.	BAT is to reduce the pollution load of waste water into receiving waters from the whole mill/		N/A
46.	BAT is to reduce electrical energy consumption within RCF processing paper mills.		N/A
47.	BAT is to reduce the generation of waste water.		Currently Compliant
50.	In order to prevent and reduce the pollution load of waste water into receiving waters from the whole mill, BAT is to use a suitable combination of the techniques specified in BAT 13, BAT 14, BAT 15, BAT 47, BAT 48 and BAT 49.		Report Required by Improvement Condition

BAT Conclusion No	Summary of BAT Conclusion requirement	Page number in Operators Regulation 60 Response	Status One of the following: Not Applicable, Currently Compliant, Compliant in the future (within 4 years of publication of BAT conclusions), Not Compliant
52.	BAT is to reduce the amount of solid waste to be disposed of.		Currently Compliant
53.	BAT is to reduce the consumption of thermal and electrical energy		Currently Compliant

5 Conclusion

We consider that the Installation already employed what used to be BAT, and that the Operator has achieved significant improvements in performance since the Permit was originally granted. The revised BREF and its BAT-AELs provide the opportunity to consider further environmental improvements.

Coupled with the consolidation and modernisation of the Permit, we believe this Variation provides a sound basis for ongoing regulation of the Installation.

The Sector Review provides the opportunity to consolidate and modernise the Permit. We believe this Variation provides a sound basis for ongoing regulation of the Installation and we are satisfied that the operator is currently achieving or will be achieving all relevant BAT by the 30th September 2018.

We believe that we have ensured compliance with all relevant legal requirements in carrying out this review and making our determination on the Variation.

We are asking for resources efficiency tables within the permit. Parameters requested have been agreed following consultation with the CPI.