

Wiltshire and Swindon

Submission Draft Waste Site Allocations Development Plan Document

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Executive Summary

The Wiltshire and Swindon Waste Site Allocations Development Plan Document (DPD) is the final document in the current waste planning policy framework for Wiltshire and Swindon. The document takes its lead from the policy framework set out in the adopted Wiltshire and Swindon Waste Core Strategy (July 2009) and Waste Development Control Policies (September 2009).

The Waste Site Allocations DPD presents a framework of 35 strategic and local scale sites offering a range of potential waste uses to flexibly meet the capacity requirements of Wiltshire and Swindon up to 2026⁽¹⁾.

Following extensive assessment and appraisal work undertaken since 2005/06, the following list of sites are considered to represent the best and most deliverable options for future waste management development. Once adopted, these sites will have 'preferred area' status.

For ease of reference, this document is divided into sections that broadly equate to the former district council areas:

- Section 2: North Wiltshire waste sites
- Section 3: West Wiltshire waste sites
- Section 4: East Wiltshire waste sites
- Section 5: South Wiltshire waste sites
- Section 6: Swindon waste sites

Each proposed site is illustrated on an inset map which links to a wider proposals map. These are accompanied by a table providing a brief description of the site and highlighting issues that should be addressed in detail at the planning application stage. The list of issues to address should not be seen as exhaustive, particularly as circumstances will change over time and the exact details relating to individual site specific proposals cannot be pre-determined.

The site inset maps illustrate the site boundary that will be safeguarded for waste management purposes. Where the site location is an existing or proposed employment allocation or industrial estate, it will be safeguarded for potential future waste use in line with policy WCS4 of the Waste Core Strategy.

1 Until reviewed, the adopted Waste Core Strategy establishes 2026 as the 'plan period' for all Wiltshire and Swindon waste DPDs.

1	Introduction	1
2	North Wiltshire	11
	2.1 Strategic sites	11
	2.2 Local sites	33
3	West Wiltshire	53
	3.1 Strategic sites	53
	3.2 Local sites	69
4	East Wiltshire	85
	4.1 Local sites	85
5	South Wiltshire	101
	5.1 Strategic sites	101
	5.2 Local sites	107
6	Swindon	121
	6.1 Strategic sites	121
	6.2 Local sites	131
	Appendix 1: Glossary of terms	145
	Appendix 2: Saved Waste Local Plan (2005) policies	153

■ List of tables

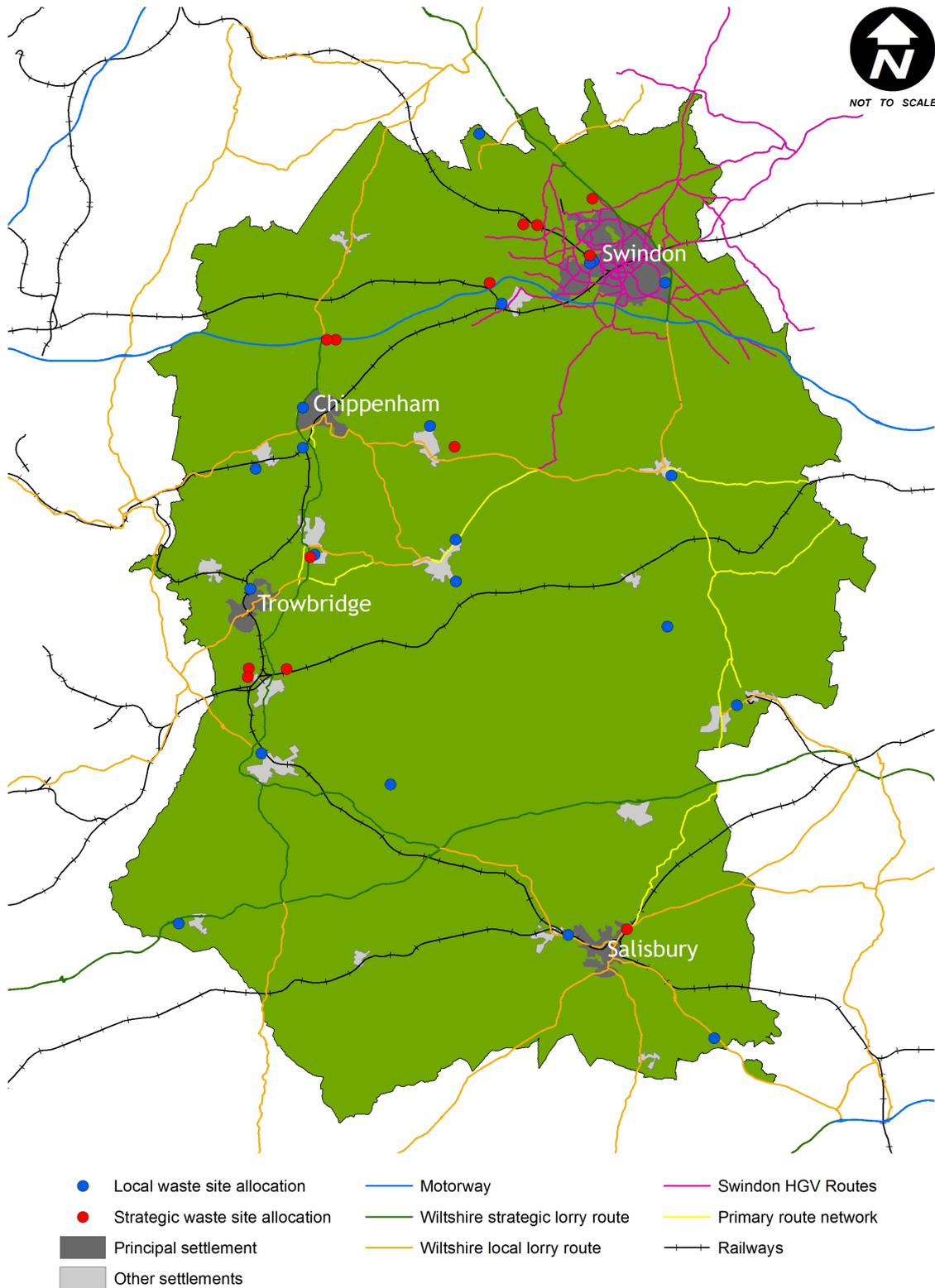
Table 1.1 Capacity allocated within the adopted Waste Core Strategy Policy WCS3 to be delivered in the Waste Site Allocations DPD	7
Table 1.2 Additional permitted waste management capacity in Wiltshire and Swindon 2006 - 2010	7
Table 1.3 Overall remaining capacity to be delivered by the Waste Site Allocations DPD	8
Table 1.4 Monitoring indicators set out in the Waste Core Strategy	9
Table 1.5 Monitoring indicators for the Waste Site Allocations	9
Table 2.1 Parkgate Farm, Purton	13
Table 2.2 Purton Brickworks Employment Allocation, Purton	16
Table 2.3 Hills Resource Recovery Centre, Compton Bassett	19
Table 2.4 Land East of HRC/WTS, Stanton St Quintin	23
Table 2.5 Land West of HRC/WTS, Stanton St Quintin	26
Table 2.6 Park Grounds Farm, Royal Wootton Bassett	29
Table 2.7 Barnground, South Cerney	35
Table 2.8 Whitehills Industrial Estate, Royal Wootton Bassett	38
Table 2.9 Bumpers Farm Industrial Estate, Chippenham	41
Table 2.10 Thingley Junction, Chippenham	44
Table 2.11 Leafield Industrial Estate, Corsham	47
Table 2.12 Porte Marsh Industrial Estate, Calne	50
Table 3.1 Hampton Business Park, Melksham	55
Table 3.2 West Wilts Trading Estate, Westbury	58
Table 3.3 Northacre Trading Estate, Westbury	62
Table 3.4 Lafarge Cement Works, Westbury	66
Table 3.5 Bowerhill Industrial Estate, Melksham	71
Table 3.6 Canal Road Industrial Estate, Trowbridge	74
Table 3.7 Warminster Business Park, Warminster	78
Table 3.8 Land at Valley Farm, Chitterne	81
Table 4.1 Hopton Industrial Estate, Devizes	87
Table 4.2 Wiltshire Waste (Recycling) Ltd, Tinkfield Transfer Station, Nursteed Road, Devizes	90
Table 4.3 Salisbury Road Business Park, Marlborough	93
Table 4.4 Everleigh Waste Management Facility, Everleigh	96
Table 4.5 Pickpit Hill, Tidworth	99
Table 5.1 CB Skip Hire, St Thomas Farm, Salisbury	103
Table 5.2 Brickworth Quarry and Landfill, Whiteparish	109
Table 5.3 Employment Allocation, Mere	113
Table 5.4 Former Imerys Quarry, Quidhampton	117
Table 6.1 Chapel Farm, Blunsdon	123
Table 6.2 Waterside Park, Swindon	127
Table 6.3 Brindley Close/Darby Close, Swindon	133
Table 6.4 Land at Kendrick Industrial Estate, Swindon	136
Table 6.5 Rodbourne Sewage Treatment Works, Swindon	139
Table 6.6 Land within Dorcan Industrial Estate, Swindon	142
	145

1 Introduction

- 1.1** The submission draft Waste Site Allocations Development Plan Document (DPD) is the third in a series of documents designed to guide the use of land within Wiltshire and Swindon for waste management development. Once adopted, it will form part of both Wiltshire and Swindon's Local Development Frameworks (LDFs) and, as such, should be read within the context of the wider development plan for these areas. This document takes its lead from the policy framework set out in the adopted Wiltshire and Swindon Waste Core Strategy (July 2009) and Waste Development Control Policies DPDs (September 2009)⁽²⁾ It provides a spatial representation of the principles set out in these documents by presenting what Wiltshire Council and Swindon Borough Council consider to be a sound framework of local and strategic sites suitable to meet future waste management needs across Wiltshire and Swindon up to 2026.
- 1.2** The sites contained in this document are classed as either 'strategic' or 'local' and, as set out above, these definitions accord with the overarching policy framework set out in the adopted Waste Core Strategy. In addition, the site allocations have been identified in accordance with national policy (PPS10) and include:
- i. Site specific allocations; or
 - ii. Areas of search comprising land allocated for employment uses, or existing industrial areas within which waste uses could be accommodated, as and when natural churn provides opportunities to utilise vacant plots.
- 1.3** In recognition of the need to be flexible and responsive to change, sufficient sites have been identified (figure 1.1) to provide room for existing waste management facilities to grow, as well as provide opportunity for new facilities and/or technologies to become established. In accordance with the provisions of the revised European Waste Framework Directive and national policy, the councils support the principle that waste should be thought of as a resource, rather than materials for crude disposal. The overall aim of the Wiltshire and Swindon Waste Development Framework is to encourage waste to be driven up the waste management hierarchy in order to break the reliance on landfill and thereby to maximise the re-use of material as a resource.
- 1.4** In principle the councils will be supportive of applications for appropriate waste management facilities within the locations set out in this document. Each allocation will be subject to a detailed planning application process. Proposals for waste management development on sites not included within this document will still be considered on their own merits, if they demonstrate that they are in keeping with national policy and the policies of the development plan. Where appropriate, opportunities to develop waste management facilities within the strategic site allocations set out within the emerging Wiltshire Core Strategy may also be explored. Such schemes could take the form of appropriately scaled and designed recycling facilities or district heating schemes. In all such cases, the policies of the local Development Plan (principally the Waste Development Framework) will be used to determine detailed proposals.

2 The Waste Core Strategy sets out the strategic planning policy framework for waste management until 2026. The Waste Development Control Policies DPD contains a series of policies for determining applications for waste management development within Wiltshire and Swindon.

Figure 1.1 Waste site allocations in Wiltshire and Swindon



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The evidence base

1.5 A significant amount of evidence has been gathered to establish whether, in principle, the sites contained within this document are suitable for waste development. Clearly, the evidence used to support a site allocation in the development plan will not be as detailed as expected for a planning application. Therefore, further detailed and up to date evidence will be required to support a planning application for waste management uses. For this reason, the councils have, for each site identified within this document, included a site profile table highlighting particular issues to be addressed at the planning application stage. This will also assist applicants in meeting the requirements of Policy WDC2 of the adopted Waste Development Control Policies DPD.

1.6 The main evidence base to support this document comprises:

- Report on site selection process (detailing the consultation and evidence gathering work undertaken since 2006)
- Summary of waste site appraisal matrices report (initial site appraisal matrices to highlight key issues)
- Waste management directory (summary of waste management facilities/technologies being considered)
- Joint waste site allocations site survey report (Atkins, 2010) covering assessments on:
 - Cultural heritage
 - Landscape/visual impact
 - Noise
 - Air quality and odour
 - Water environment
 - Contaminated land
 - Transport
- Waste capacity gap report (updating the evidence used to estimate the need for waste management facilities in Wiltshire and Swindon)
- Flood risk and development sequential test report
- Level 1 Strategic Flood Risk Assessment (SFRA) update (Scott Wilson, 2010)
- Ecological site briefings report and test of likely significance on European sites
- Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) report (including Cumulative Effects Assessment) (Enfusion, 2011)
- Habitats Regulation Assessment (HRA) report (Enfusion, 2011).

1.7 The councils will keep the evidence base up-to-date through continuous monitoring and review.

Site selection and appraisal

1.8 Between June 2005 and March 2006, over 100 potential waste sites were appraised using a site appraisal methodology developed by the councils. Sites appraised during this period were identified from a number of sources, including:

- The formerly adopted Waste Local Plan (WLP, 2005) preferred areas
- Sites placed in 'reserve' following previous site appraisal processes
- Site suggestions made through a site assessment survey with waste management operators
- Site suggestions made through plan area wide leafleting campaign
- Sites suggested by the Wiltshire and Swindon Waste Development Forum (see paragraph 1.10)

- Sites identified by the councils through examination of existing waste management facilities and lists of mineral workings sites
- Sites identified by the councils through examination of employment sites set out in the adopted former district and the borough local plans
- Sites identified through examination of the key industrial and employment areas in the plan area.

1.9 All of the sites listed for appraisal were visited by officers and where appropriate, assessed against criteria within a site appraisal matrix.

1.10 The site appraisal process involved seven meetings of the Wiltshire and Swindon Waste Development Forum, a stakeholder group of over 160 organisations with an interest in appropriately planning for future waste development. The meetings of the Forum produced a detailed report, prepared by the appointed facilitators that documented the Forums conclusions from their discussions on each of the sites appraised. The outcomes of this process were used to inform the draft site allocations presented in an Issues and Options (I&O) report published for consultation in March 2006. This report contained a list of 57 sites that were deemed potentially suitable by the councils for future waste management development.

1.11 Following the consultation on issues and options in March 2006, a combination of a change in regulations (2008)⁽³⁾ and a decision to concentrate resources on the production of the Waste Core Strategy and Development Control Policies DPDs meant that work on the Site Allocations DPD ceased between August 2006 and May 2009.

1.12 The Waste Core Strategy and Development Control Policies DPDs were adopted in July and September 2009 respectively. To augment the work previously undertaken in 2005/06, the councils prepared and consulted on a revised waste site appraisal methodology in the summer of 2009. The intention of the revised methodology was to incorporate SA/SEA objectives and re-appraise sites contained in the I&O report. The revised methodology also sought to appraise any new sites that had been put forward for consideration since 2006.

1.13 Between September 2009 and May 2010, 58 sites were appraised using the revised methodology, including 48 sites contained in the I&O report. Of these 58 sites, 52 sites were included in the Waste Site Allocations Additional Informal Consultation document which was published as part of a widespread consultation that took place between January and March 2010 to refresh the work undertaken in 2006.

1.14 In early 2010 the councils appointed consultants to undertake detailed environmental assessments to consider and establish the potential planning and environmental constraints associated with the 52 waste sites. The results of the detailed assessments and the representations made on the additional consultation document have informed the allocation of the sites contained within this submission draft document.

1.15 As a result of all work undertaken to date, the councils consider that a total of 35 sites are suitable to accommodate future waste management uses over the plan period to 2026.

Strategic and local sites

1.16 As set out in the adopted Waste Core Strategy,⁽⁴⁾ waste should be treated at, or as close to source as possible. In accordance with national policy,⁽⁵⁾ this essentially means that waste will be managed at the closest available facility. Within this document the councils refer to

3 An update to the Town & Country Planning (England)(Local Development) Regulations 2004

4 See 'The Vision for waste planning in Wiltshire and Swindon 2026', Strategic Objective 2, policy WCS1 and policy WCS2.

5 Planning Policy Statement 10 – Planning for Waste (updated 2011).

'strategic' and 'local' scale sites. Strategic waste management facilities are large and/or more specialist facilities that will operate at a broad spatial scale and manage high tonnages of waste, and/or more specialist wastes.

1.17 In line with adopted waste policy WCS2, strategic waste facilities will be located as close as practicable (i.e. within 16km) to the principal settlements of Swindon, Chippenham, Trowbridge and Salisbury because, by virtue of their spatial extent, these are the areas which are forecast to produce the most waste over the Plan period.⁽⁶⁾ Strategic-scale sites are generally considered to include (but not exclusively):

- Large-scale waste treatment facilities - e.g. energy from waste, mechanical biological treatment (MBT), pyrolysis, gasification, anaerobic digestion and in-vessel composting
- Strategic materials recovery facilities (MRFs) - e.g. collecting, separating, sorting and bulking a significant quantity and wide range of waste materials prior to transfer (includes waste from black box collections) received from a wide area - e.g. an amalgamation of municipal waste collection rounds serving a number of towns across Wiltshire and Swindon
- Strategic-scale composting facilities - e.g. on large waste management sites receiving inputs from a wide area
- Landfill/landraise facilities.

1.18 It is expected that strategic facilities will serve either large areas of the county and borough, the whole plan area, or areas of Wiltshire and Swindon and surrounding local authorities. Such sites will have characteristics that will prevent them from being accommodated on small and/or sensitive sites and locations in the county and the borough.

1.19 Where these specialist or strategic sites cannot adequately meet smaller-scale local needs, it will be more appropriate for similar waste management operations to be undertaken at a smaller, more localised scale. These facilities may be located within or outside the 16km principal settlement zones and are just as essential, helping to provide local solutions for collecting, sorting, bulking, transferring and treating wastes as well as complementing the county, borough and sub-regional level solutions provided by strategic waste management facilities.

1.20 Local-scale waste management facilities will serve local needs and will be expected to handle waste sourced from a limited geographical catchment. They are generally considered to include (but not exclusively):

- Local household recycling centres (HRC) - public facilities, where household waste can be taken for recycling
- Local recycling facilities - e.g. collecting, storing and bulking particular waste materials prior to transfer (can also include metal recycling, car de-pollution and waste electrical and electronic equipment [WEEE] facilities)
- Local-scale materials recovery facilities - facilities receiving waste from a limited geographical area
- Waste transfer stations (WTS) - where waste is deposited, stored and then transferred in larger loads to a strategic-scale waste treatment or disposal facility
- Inert waste recycling and transfer facilities e.g. the sorting, screening or crushing of limited quantities of inert material prior to transfer
- Local-scale composting/anaerobic digestion/in-vessel composting - e.g. on farm solution, or small-scale waste management sites receiving limited inputs from local sources.

⁶ These settlements were formerly referenced in the draft Regional Spatial Strategy (RSS) for the South West as Strategically Significant Cities and Towns (SSCTs). Following the governments intension to revoke RSSs and for the purpose of this document all referencing to SSCTs has been amended to 'principal settlements'. The term 'principal settlements' is also used in the emerging Wiltshire Core Strategy.

- 1.21** Small neighbourhood recycling facilities such as the 'bring facilities' often found at supermarkets are not covered within the scope of this document as they do not normally require planning permission. However, in terms of offering local choice, such facilities will assist the overall strategy in terms of driving waste up the management hierarchy.

Where should new waste management facilities be located?

- 1.22** The adopted Waste Core Strategy sets out the commitment to locate strategic-scale facilities as close as practicable (i.e. within 16 km) of Swindon, Chippenham, Trowbridge and Salisbury, but not within designated Areas of Outstanding Natural Beauty (AONBs). The councils consider that local-scale facilities can be located within suitable locations outside of these (16 km) catchment areas - including within AONBs, but only where they are appropriately designed and serving defined local needs.

The need for additional waste management sites to 2026

- 1.23** The draft Regional Spatial Strategy (RSS) for the South West (July, 2008) currently sets out the sub-regional apportionments for waste recovery, recycling and landfill for municipal, industrial and commercial waste for each planning authority. As part of the production of the Waste Core Strategy, the sub-regional apportionments were compared against the estimated operational capacities of existing waste management facilities across the plan area. This highlighted a notional 'capacity gap' for the period up to 2026 that the Waste Site Allocations DPD would need to address.
- 1.24** In July 2010 the government announced its intention to revoke RSSs. Despite this, the government has advised that the evidence which informed the preparation of the RSSs can still be used as material consideration in the preparation of DPDs and local decision making⁽⁷⁾. With this in mind, the councils have continued to rely on the capacity projections set out in the adopted Waste Core Strategy.

7 Letter to Chief Planning Officers from Steve Quartermain (CLG), regarding the Abolition of Regional Spatial Strategies, dated 6 July 2010 (<http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf>)

1.25 Policy WCS3 of the Wiltshire and Swindon Waste Core Strategy identifies a need to deliver the following capacities through the Waste Site Allocations DPD (Table 1.1):

Table 1.1 Capacity allocated within the adopted Waste Core Strategy Policy WCS3 to be delivered in the Waste Site Allocations DPD

Waste stream	Capacity to be delivered as at 2006
Municipal	<ul style="list-style-type: none"> 54,000 tonnes per annum (tpa) of treatment capacity for municipal waste management for Wiltshire and Swindon Three HRCs, a MRF and a composting facility for the management of Wiltshire's municipal waste Suitable municipal waste management facilities in Swindon to achieve the target of 50% recycling by 2010 and to meet the objectives of the Swindon Municipal Waste Strategy.
Industrial and Commercial	<ul style="list-style-type: none"> 915,870 cubic metres of void space capacity for the management of industrial and commercial waste 250,000 tpa of treatment capacity for industrial and commercial waste management for Wiltshire and Swindon 150,000 tpa of recycling capacity for industrial and commercial waste management for Wiltshire and Swindon.
Inert	<ul style="list-style-type: none"> 950,000 cubic metres of void space capacity for the management of inert waste 90,000 tpa of transfer capacity for the management of inert waste in Wiltshire and Swindon.

1.26 The requirements set out in Policy WCS3 were established using a base date of 2006. Since then, a number of waste management facilities have been permitted, thereby increasing the existing (permitted) capacity for the plan area⁽⁸⁾. Table 1.2 illustrates what has been permitted between 2006 and 2010.

Table 1.2 Additional permitted waste management capacity in Wiltshire and Swindon 2006 - 2010

Waste stream	Type of facility	Capacity
Municipal	Waste Treatment	60,000 tonnes per annum (tpa) (in Wiltshire of which only 38,000 tpa of biodegradable waste diverted from landfill)
	Outdoor Composting	45,050 tpa
	Recycling	28,000 tpa
Industrial and Commercial	Waste Treatment	82,000 tpa
	Recycling	91,538 tpa
	Landfill	552,666 cubic metres
Inert	Recycling / Transfer	96,730 tpa
	Landfill	988,000 cubic metres

8 See the Waste Site Allocations DPD: Waste Capacity Gap Report for details

1.27 Table 1.3 shows the **revised** 'capacity gap' figures that the councils need to provide for over the plan period to 2026 and provides the context for the sites identified in this document.

Table 1.3 Overall remaining capacity to be delivered by the Waste Site Allocations DPD

Waste stream	Capacity to be delivered
Municipal	<ul style="list-style-type: none"> -6,000 tonnes per annum (tpa) of treatment capacity for municipal waste management for Swindon A HRC and a MRF for the management of Wiltshire's municipal waste Suitable municipal waste management facilities in Swindon to continue achieving the target of 50% recycling and to meet the objectives of the Swindon Municipal Waste Strategy.
Industrial and Commercial	<ul style="list-style-type: none"> 363,204 cubic metres of void space capacity for the management of industrial and commercial waste 168,000 tpa of treatment capacity for industrial and commercial waste management for Wiltshire and Swindon 58,462 tpa of recycling capacity for industrial and commercial waste management for Wiltshire and Swindon.
Inert	<ul style="list-style-type: none"> 0 cubic metres of void space capacity for the management of inert waste 0 tpa of transfer capacity for the management of inert waste in Wiltshire and Swindon.

1.28 In order to be flexible and responsive to a constantly changing market, the Waste Site Allocations DPD will still need to provide room for a range of existing waste management uses and sites to grow, as markets change. Making provision for a higher number of strategic recovery, recycling or treatment sites than is nominally required will provide opportunity to divert more waste from landfill, thus driving more waste up the management hierarchy. A range of suitable sites and areas of search for each waste management type should therefore be provided.

Monitoring

1.29 The preparation of the Waste Site Allocations DPD has been informed by a supporting evidence base. The sites contained within the DPD must be monitored and reviewed to ensure that the document responds to changing needs and circumstances and any other factors affecting the deliverability of the sites contained within it. Policy WCS7 in the Waste Core Strategy sets out the councils' commitment to delivering a 'plan, monitor and manage' approach to both implementing and reviewing proposals for sustainable waste management. In line with this, the councils have prepared a monitoring framework for the Waste Site Allocations DPD.

1.30 The monitoring framework prepared by the councils comprises a set of indicators and targets. These are consistent with statutory indicators, those included in the councils Annual Monitoring Report (AMR) and the SA/SEA which support the Waste Site Allocations DPD.

1.31 The information on monitoring of the site allocations will be reported in the councils AMR. Site allocations related monitoring indicators set out in the adopted Waste Core Strategy are shown in Table 1.4. Additional indicators which have been prepared as part of this Site Allocations DPD are set out in Table 1.5.

Table 1.4 Monitoring indicators set out in the Waste Core Strategy

Policy	Indicator	Responsible agency	Target	Threshold for investigation
WCS3	Percentage of waste management facilities permitted outside of the preferred locations for each facility.	Wiltshire Council/Swindon Borough Council	0%	20%
	Percentage of sites permitted for waste management not contained in the Site Allocations DPD.	Wiltshire Council/Swindon Borough Council	0%	20%
WCS4	Percentage of non waste developments permitted for safeguarded waste sites.	Wiltshire Council/Swindon Borough Council	0%	20%
	Percentage of objections to other planning applications affecting waste developments or allocations.	Wiltshire Council/Swindon Borough Council	0%	20%

Table 1.5 Monitoring indicators for the Waste Site Allocations

Indicator	Responsible agency	Target
Number, type and outcome of waste planning applications submitted on safeguarded sites.	Wiltshire Council/Swindon Borough Council	N/A
Number of safeguarded sites where circumstances have changed to the extent that they are no longer considered suitable for waste development.	Wiltshire Council/Swindon Borough Council	0

Site profiles and maps

1.32 For ease of reference, this document is divided into sections that broadly equate to the former district council areas:

- Section 2: North Wiltshire waste sites
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1.33 Each proposed site is illustrated on an inset map which links to a wider proposals map. These are accompanied by a table providing a brief description of the site and highlighting issues that should be addressed in detail at the planning application stage. The list of issues to address should not be seen as exhaustive, particularly as circumstances will change over time and the exact details relating to individual site specific proposals cannot be pre-determined.

1.34 The site inset maps illustrate the site boundary that will be safeguarded for waste management purposes. Where the site location is an existing or proposed employment allocation or industrial estate, it will be safeguarded for potential future waste use in line with policy WCS4 of the Waste Core Strategy.

