Wiltshire and Swindon Waste Site Allocations Development Plan Document

Waste capacity gap report

October 2011

Swindon Borough Council

Working in partnership with Wiltshire Council
Where everybody matters

Wiltshire and Swindon Waste Site Allocations DPD

Waste Capacity Gap Report

October 2011

1. Introduction

1.1. The Wiltshire and Swindon Waste Development Framework is currently made up of two adopted Development Plan Documents (DPDs):

- Waste Core Strategy
- Waste Development Control Policies

1.2. The Waste Core Strategy DPD (adopted July 2009) sets out the strategic planning policy framework for waste management until 2026 and the Waste Development Control Policies DPD (adopted September 2009) contains a series of policies for determining proposals for waste management development within Wiltshire and Swindon.

1.3. The emerging Waste Site Allocations DPD represents the final stage in the preparation of the Waste Development Framework by providing a flexible list of potential sites within Wiltshire and Swindon for future waste management development.

1.4. In order to plan for future waste management it is necessary to calculate how much provision is required over the Plan period until 2026. An analysis of the projected capacity gap for individual waste streams and indication of the amount of waste to plan for is set out in the Waste Core Strategy. However these figures are based on information collected in 2006 and therefore it is appropriate to update the position through the emerging Waste Site Allocations DPD.

1.5. This report seeks to update the capacity position set out in the Waste Core Strategy by taking into account permitted waste management development since 2006.

2. International planning policy context

2.1. The EU Waste Framework Directive requires all waste planning authorities to have in place waste management plans, and for those plans to contain specific information. The revised Waste Framework Directive (2008/98/EC) confirms and updates this requirement and the Government will shortly lay regulations to ensure its effective transposition.

2.2. The Government's commitment to decentralisation gives local authorities a greater role than ever before in leading the planning agenda. It is crucial, therefore, that local planning authorities press ahead with their waste plans and make sure that they allocate sufficient land for waste management facilities.

3. National planning policy context

3.1. The draft Regional Strategy (RS) for the South West currently sets out the sub-regional apportionments for waste recovery, recycling and landfill for municipal and industrial and commercial waste for each planning authority. During the production of the Waste Core Strategy, the sub-regional apportionments were set against the estimated operational capacities of existing waste management sites across the Plan area. This highlighted a notional 'capacity gap' for the period up to 2026 that the Waste Site Allocations DPD needs to address.

3.2. In July 2010 the government announced its intention to revoke Regional Strategies (RS). Despite this, the government has advised that the evidence which informed the preparation of the revoked RSs could still be used as material consideration in the preparation of DPDs and local decision making[1]. With this in mind, Wiltshire and Swindon have continued to rely on the capacity projections set out in the Waste Core Strategy.

3.3. The government's emerging 'Localism Bill'[2] proposes a suite of changes to the manner in which local communities can influence local decisions. However it does not currently propose to amend the approach for strategic and local waste management planning. The Councils therefore consider, particularly in the light of the latest amendments to the EU Waste Framework Directive (2008/98/EC) that continuing to develop a plan for new waste facilities is appropriate.

3.4. There are clear links between the need for housing, employment opportunities and essential infrastructure; such as waste management facilities. To this end, the timely provision of a flexible network of new facilities must be planned for within the overall context of local place-shaping and the spirit of the 'localism agenda'.

4. Local planning policy context

4.1. The Waste Core Strategy sets out the strategic direction for future waste management facilities in Wiltshire and Swindon. Policy WCS1 (Appendix A) sets out the need for additional waste management capacity and policy WCS2 (Appendix B) identifies where future waste sites should be located. Policy WCS3 (Appendix C) defines the preferred locations of waste management facilities by type and the provision of flexibility in line with policies WCS1 and WCS2. These policies are supported by the Wiltshire and Swindon Evidence Base (Part B: Waste) which contains information of waste management data and trends, including current operational waste sites and estimated capacities.

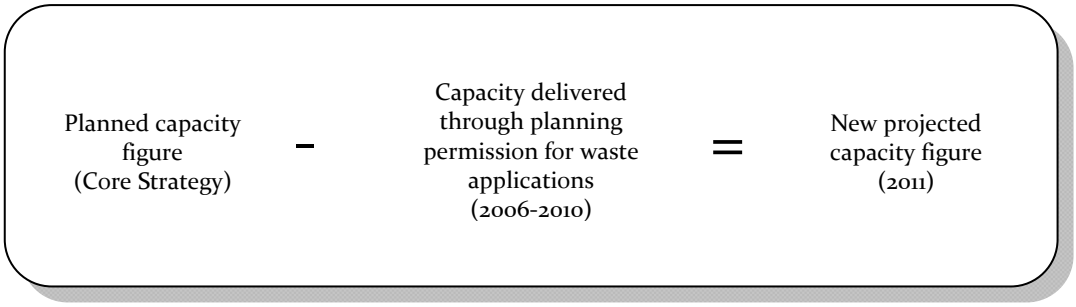
[1] Letter to Chief Planning Officers from Steve Quartermain (CLG), regarding the Abolition of Regional Spatial Strategies, dated 6th July 2010 (http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf)
[2] The Decentralisation & Localism Bill, December 2010

4.2. The Evidence Base is a 'living document' and will be continually updated. A refreshed version of the document will be published to support the Waste Site Allocations DPD. This capacity update report is intended to be viewed as an additional piece of evidence in support of the proposed waste site allocations and complements the contents of the Evidence Base.

5. Methodology

5.1. The Waste Site Allocations DPD aims to deliver the aspirations of the Waste Core Strategy and ensure that there is a suitable supply of waste sites at the local and strategic level. The capacity report which supported the Waste Core Strategy was based upon sub-regional apportionments and the estimated operational capacities of existing waste management sites in 2006. The Councils are able to update this capacity by using a simple calculation.

Figure 1: Illustrative calculation for updating the current capacity figure 2011



5.2. A new capacity figure for 2011 can be generated by subtracting the capacity delivered through new planning permissions issued between 2006 and 2010 to the capacity figure recorded as policy WCS3 in the Waste Core Strategy. The calculation can be applied separately to the following waste streams:

- Municipal
- Industrial and commercial
- Inert

5.3. These updated capacity figures will ensure that the Councils have taken into account any changes to capacity since 2006 prior to submission of the Waste Site Allocations DPD.

6. Waste Core Strategy – Planned capacity figure

6.1. Policy WSC3 of the Waste Core Strategy makes a commitment to deliver the following capacities through the Waste Site Allocations DPD:

Table 1: Extract from WCS3 - capacity to be delivered in Wiltshire and Swindon

Waste Stream	Capacity to be delivered in Wiltshire and Swindon
Municipal	54,000 tpa of treatment capacity
	3 HRCs, 1 MRF and a composting facility (in Wiltshire only)
	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	915,870 m^3 of void space capacity (landfill)
	250,000 tpa of treatment capacity
	150,000 tpa of recycling capacity
Inert	950,000 m^3 of void space capacity (landfill)
	90,000 tpa of transfer capacity

6.2. The figures above can be used as the baseline data for calculating a new capacity figure for 2011.

7. New capacity delivered through planning permissions for waste development (2006 – 2010)

7.1. A total of 39[3] planning applications for the management of waste within Wiltshire and Swindon were decided upon between January 2006 and January 2011. A breakdown of these applications by waste stream, type and area is provided in the table below.

Table 2: Waste planning applications decided upon between January 2006 and January 2011 by waste stream, type and area of Wiltshire and Swindon

Waste stream	Type of development	Area of Wiltshire					Number of applications
		North	South	East	West	Swindon	
Municipal	Recycling	1		1	1		3
	Composting	2	2	1			5
	Treatment				1		1
Total		**3**	**2**	**2**	**2**	**0**	**9**
Industrial and commercial	Treatment	3			2		5
	Recycling	1	1		3	1	6
	Recycling/transfer				2	3	5
	Transfer	1					1
	Landfill	2					2
Total		**7**	**1**	**1**	**7**	**4**	**19**
Inert	Recycling/transfer	1		3	1		5
	Landfill	3	2	1			6
Total		**4**	**2**	**3**	**1**	**0**	**11**
Grand Total		**14**	**5**	**6**	**10**	**4**	**39**

[3] This figure excludes two applications at the same site (Parkgate Farm, Purton) for the landfill of hazardous waste. Wiltshire and Swindon do not have to plan for hazardous waste because existing sites mean that there is enough capacity to meet the regional apportionment. This capacity report is specifically for municipal; industrial and commercial; and inert waste.

7.2. The above table indicates that around half (19) of the planning applications determined in the period January 2006 to January 2011 were for the management of industrial and commercial waste[4]. Nine applications were for the management of municipal waste and 11 were for inert waste. The greatest number of planning applications determined during the period were in North Wiltshire (14) followed by West Wiltshire (10). The fewest number of applications determined were in East Wiltshire (6), South Wiltshire (5) and Swindon (4). Details of the individual planning applications are provided in Appendix D.

7.3. It is a requirement of planning applications to provide information on the amount of waste that the development intends to handle. By tallying the amounts of permitted development from each of the planning applications it is possible to calculate the total permitted additional capacity by waste stream and type of facility since 2006. This information is displayed in the following table.

Table 3: Permitted additional capacity, by waste stream and type of facility, since 2006

Waste stream	Type of facility	Capacity (tpa)	Capacity (tonnes)	Void space capacity (m^3)
Municipal	Waste treatment	60,000		
	Outdoor composting	45,050		
	Recycling	28,000		
Industrial and commercial	Waste treatment	82,000		
	Recycling/transfer	91,538		
	Landfill		663,200[5]	552,666[6]
Inert	Recycling/transfer	96,730		
	Landfill		988,000	988,000[7]

7.4. Full details of the individual planning applications are provided in Appendix D.

8. Revised capacity figures to be planned for (2011 - 2026)

8.1. By applying the calculation set out in section 4 of this report it is possible to calculate new indicative capacity figures for the period 2011 to 2026. The following table shows the outcome of the calculations.

[4] One of the applications listed as industrial and commercial waste (Hills Resource Recovery Centre, Low Lane extension (landfill) – see Appendix D for further details) is also for the management of municipal waste

[5] Figure takes into account a landfill application (see footnote 4) which will take in 29% I&C waste. (and 71% municipal).

[6] Void space capacity for industrial and commercial waste calculated on conversion ratio of 1.2 tonnes per m^3 (source EA).

[7] Void space capacity for inert waste calculated on conversion ratio of 1 tonne per m^3 (source EA).

Table 4: Calculation for generating the revised capacity figures (2011 – 2026)

Waste Stream	Type of capacity	(A) Capacity to be delivered (2006-2026)	(B) Capacity delivered 2006 – 2010	(A) – (B) Capacity to be delivered (2011-2026)
Municipal	Treatment	54,000 tpa	60,000	-6,000 tpa
	HRC	3	2	1
	MRF	1	1	1
Industrial and commercial	Void space	915,870 m³	552,666³	363,204m³
	Treatment	250,000 tpa	82,000	168,000 tpa
	Recycling	150,000 tpa	91,538	58,462 tpa
Inert	Void space	950,000 m³	988,000	-33,000 m³
	Recycling/Transfer	90,000 tpa	96,730	-6,730 tpa

8.2. The above table indicates that in some circumstances (municipal treatment and inert waste landfill and recycling) Wiltshire and Swindon have more than met the forecast capacity requirements set out in the adopted Waste Core Strategy for the period 2006 to 2026. However, it is worth remembering that the estimates of capacity to be delivered are to be viewed as indicative forecasts. The waste industry is demand-led and will inevitably need to react to market forces. It is therefore necessary to provide a flexible and responsive framework of sites considered suitable for waste management development in line with the requirements of the European Waste Framework Directive.

8.3. Of equal importance is the part of policy WCS3 in the Core Strategy which states that three HRCs, one MRF and one composting facility (in Wiltshire only) will need to be permitted during the Plan period (see Table 1). Findings from this report indicate that since 2006, two HRCs and five (two strategic and three local scale) composting facilities have been permitted. This means that at the current rate of waste growth only one HRC and one MRF in Wiltshire and Swindon is required during the remainder of the Plan period.

8.4. WCS3 also states that the Councils will seek to require "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". Swindon has confirmed that they met this target by achieving a 51.9% recycling rate at the end of November 2010.

8.5. However, in order to be flexible and responsive to a constantly changing market the Waste Site Allocations DPD will still need to provide room to grow for certain waste management types. Making provision for a higher number of strategic recovery/treatment sites than is required, for example, would provide opportunity to divert more waste from landfill, thus driving waste up the waste hierarchy. A range of suitable sites and areas of search for each waste management type should therefore be provided.

9. Findings and conclusions

9.1. In summary the overall capacity to be delivered by the Waste Site Allocations DPD is:

Table 6: Revised capacity figures (2011 – 2026)

Waste Stream	Type of capacity	Capacity to be delivered (2011-2026)
Municipal	Treatment	-6,000 tpa
	Recycling	1 HRC
	Materials Recovery	1 MRF
Industrial and commercial	Void space	363,204 m^3
	Treatment	168,000 tpa
	Recycling	58,462 tpa

Appendix A

Extract of policy WCS1 from the Waste Core Strategy

WCS1: The Need for Additional Waste Management Capacity and Self Sufficiency

Over the period to 2026, Wiltshire and Swindon will address the issue of delivering sufficient sites to meet the needs of the municipal waste management strategies and sub-regional apportionments by providing and safeguarding a network of Site Allocations. The framework of sites will manage the forecast increase in waste arisings associated with the planned growth in the Strategically Significant Cities and Towns (SSCTs) of Swindon, Chippenham, Trowbridge and Salisbury. Rural locations within Wiltshire and Swindon will also be provided with a network of local scale sites to serve local needs where capacity gaps arise. Need will be met locally whilst balancing the importation and exportation of waste within the principles of sustainable development and in accordance with the principles of sustainable transport.

Appendix B

Extract of policy WCS2 from the Waste Core Strategy

WCS2: Future Waste Site Locations

Strategic waste site allocations will be located as close as practicable (within 16km) to the SSCTs of Swindon, Chippenham, Trowbridge and Salisbury as identified in the Regional Spatial Strategy for the South West. Waste sites situated outside of these areas will be local-scale allocations to serve the demonstrable needs of the local area only. Sites located in the immediate vicinity of the New Forest National Park or within the three Areas of Outstanding Natural Beauty (AONB) of Cranborne Chase and West Wiltshire Downs, North Wessex Downs and Cotswolds will only be for local-scale waste management facilities. In the interests of achieving the objectives of sustainable development, priority will be given to proposals for new waste management development that demonstrate a commitment to utilising the most appropriate haulage routes within and around the Plan area and implement sustainable modes and methods for transporting waste materials.

Appendix C

Extract of policy WCS3 from the Waste Core Strategy

WCS3: Preferred Locations of Waste Management Facilities by Type and the Provision of Flexibility

Over the period to 2026, the Councils will seek to allocate the following types of waste management facilities in the following locations within Wiltshire and Swindon in line with Policies WCS1 and WCS2 to provide for:

Municipal

- 54,000 tonnes per annum of Treatment capacity for Municipal waste management for Wiltshire and Swindon;
- Three Household Recycling Centres, a Material Recovery Facility and a Composting Facility for the management of Wiltshire's Municipal waste; and
- 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

- 915,870 cubic metres of void space capacity for the management of Industrial and Commercial waste;
- 250,000 tonnes per annum of Treatment capacity for Industrial and Commercial waste management for Wiltshire and Swindon; and
- 150,000 tonnes per annum of recycling capacity for Industrial and Commercial waste management for Wiltshire and Swindon.

Inert

- 950,000 cubic metres of void space capacity for the management of inert waste.
- 90,000 tonnes per annum of transfer capacity for the management of inert waste in Wiltshire and Swindon.

Waste Management Facility	Preferred Location
Non-Hazardous / Hazardous Landfill	Adjacent to Existing Landfill Facilities As Part of the Restoration of Mineral Workings (where appropriate)
Inert landfill	Adjacent to Existing Landfill Facilities
Materials Recovery Facilities Waste Transfer Stations Household Recycling Centres Recycling Facilities Mechanical Biological Treatment Facilities In-Vessel Composting Facilities Anaerobic Digestion Facilities Energy from Waste Facilities	Industrial Land / Employment Allocations Site Allocations and Current Waste Management Facilities
Hazardous Waste Treatment	Site Allocations and Current Waste Management Facilities Industrial Land
Inert Waste / Aggregate Recycling Facilities	Site Allocations and Current Waste Management Facilities Mineral Sites
Outdoor Composting Facilities	Site Allocations and Current Waste Management Facilities Land in Agricultural or Forestry Use
Waste Water Treatment	Existing waste water treatment facilities or waste management facilities New sites on brownfield or greenfield land where the proposal demonstrates that the development cannot feasibly be carried out within the capacity of existing waste water treatment sites and cannot feasibly be carried out at other waste management sites

Sites not contained in the Site Allocations DPD will also be considered in order to provide flexibility if they can be demonstrated by the applicant to be in accordance with all relevant provisions of the Strategy, objectives and policies of Waste Development Plan Documents. Strategic sites must be supported by an independent Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) report and all other relevant assessments. As part of the SA/SEA report the Councils will expect to see a full consideration of suitable alternative sites, especially of those contained in the Site Allocations DPD.

Appendix D

Breakdown of additional capacity in Wiltshire and Swindon since 2006 by waste stream

Location	Description of development	Area	Type of facility	Capacity	Void space	Date decision issued
Municipal						
Land at Marlborough Business Park	Erection of a new Salt Depot & HRC.	East	Recycling	12,000 tpa		10/09/2009
Parkgate Resource Recovery Centre, Purton, Swindon	Tyre recycling operation.	North	Recycling	12,000 tpa		21/11/2007
Land off Stephenson Road, Northacre Industrial Park, Westbury	A HRC, vehicle parking and all necessary ancillary development.	West	Recycling	4,000 tpa		31/03/2009
Hills Resource Recovery Centre, near Calne	CoU to permit temporary soil and compost operations.	North	Composting	10,000 tpa		29/01/2007
Parkgate Resource Recovery Centre, Purton, Swindon	Composting facility.	North	Composting	25,000 tpa		21/11/2007
Chestnut Farm small-holding, Bourton Lane, Bishops Cannings, near Devizes	A very small-scale community composting project to be open only on Saturday mornings and only to signed-up residents of Bishops Canings. It will only accept green Composting garden waste.	East	Composting	25 tpa		19/04/2007
Barford Countryside Unit, Dairy Road, Barford St Martin, Nr Wilton	Small-scale community composting project for the benefit of signed-up residents in Barford St Martin, Dinton and Burcombe. It will only accept green garden waste.	South	Composting	25 tpa		10/11/2006
Allotment Gardens Car Park, Weaveland Road, Tisbury	Small-scale community composting project to serve only the community of Tisbury.	South	Composting	10,000 tpa		01/10/2007

Land off Stephenson Road, Northacre Industrial Park, Westbury	Resource recovery facility including MBT.	West	Treatment	60,000 tpa (approx 38,000 tpa of biodegradable waste diverted from landfill)	31/03/2009
Industrial and commercial					
Bore Hill Farm, Deverill Road	Erection of Biogas Plant (food waste)	West	Treatment	12,000 tpa	16/07/2010
Bore Hill Farm, Deverill Road	Erection of Biogas Plant (slurry)	West	Treatment	5,000 tpa	16/07/2010
Park Grounds, Brinkworth, Wootton Bassett	Construction of new building to accommodate a renewable energy generation facility.	North	Treatment	40,000 tpa	30/03/2009
Sands Farm Landfill	Extend permission for construction of leachate treatment plant	North	Treatment	25,000 tpa	19/07/2010
Park Grounds, Brinkworth Rd, Wootton Bassett	s73 app: Construction and operation of a WTS, MRF & Green Waste Composting Facility without compliance with Condition 10	North	Treatment	40,000 tpa	29/07/2010
Unit 12a, Whitehill Industrial Estate, Wootton	CoU of existing light industry to recovery, recycling and transfer of specialised waste.	North	Recycling	1,000 tpa	04/04/2008
Car Breakers Yard, Bridge House, Southampton Road, Salisbury Bassett	Collection of non-ferrous metal and storage of same at existing vehicle dismantling yard.	South	Recycling	15 tpa	12/01/2009
The Old Dairy, North Farm, Norton Bavant, Warminster	CoU of agricultural building for collection, bailing and storage of farm waste plastic and cardboard - before transportation off site for recycling.	West	Recycling	1,000 tpa	09/10/2006
Station Yard, Melksham	CoU from vehicle dismantling and storage of scrap metal to mixed use scrap metal yard, vehicle dismantling, WTS, Skip Hire and vehicle weighbridge (metal)	West	Recycling	28,000 tpa	12/04/2010
109 Washington Road, WW Trading Estate, Westbury	Change of Use to End-of-Life Vehicle De-pollution and Dismantling Workshop with associated storage of vehicles and parts in adjoining yard	West	Recycling	6,900	07/12/2010
Unit 7 Kendrick Ind	Change of use from Class B2 to Vehicle	Swindon	Recycling	Unknown	11/08/2006

Est, Galton Way	Battery Recycling					
Units 15, 16, 24 & 25 Kendrick Ind Est, Galton Way	Use of site as inert and non-hazardous household,commercial and industrial waste recycling centre with erection of transfer building	Swindon	Recycling/Transfer	25,000 tpa		01/04/2009
Unit 3J, Darby Close, Cheney Manor	Change of use to a transfer station for the storage and recycling of materials.	Swindon	Recycling/Transfer	2,000 tpa		19/06/2009
Unit 4 Galton Way, Kendrick Ind Est	Change of use from a storage yard to a recycling transfer station.	Swindon	Recycling/Transfer	25,000 tpa		19/05/2010
3 Quartermaster Rd, WWTE, Westbury	Temp CoU for a 3 yr period for an End of Life vehicle depot	West	Recycling/Transfer	23 tpa		14/07/2010
MMR Recycling, Station Yard	CoU to preparation & depollution of ELV Depot, car parking & security fence	West	Recycling/Transfer	2,600 tpa		19/07/2010
Park Grounds Farm, Wootton Bassett	Construction and operation of a waste transfer station, materials recovery facility and a green waste composting facility	North	Transfer	30,000 tpa		21/04/2006
Park Grounds, Brinkworth, Wootton Bassett	Extension of existing approved landfill	North	Landfill	350,000 tonnes	291,667 m^3	27/08/2010
Hills Resource Recovery Centre, Low Lane, Calne	Extension of mineral and landfill operations	North	Landfill	1,080,000 tonnes (85,000 tpa (71%) municipal & 35,000 tpa (29%) I&C)	900,000m^3	19/06/2007
Inert						
Wiltshire Concrete, Hopton Park, Devizes	CoU of vehicle parking/storage to recycling facility	East	Recycling	70,000 tpa		29/06/2009
Tidworth construction project WTS, Delta Tank Road, Tidworth Military Camp	Use of an existing permitted facility for waste from other Ministry of Defence sites.	East	Recycling/transfer	6250 tpa		18/12/2006
Land adjacent to glider strip, Moordown Farm, Henley, Shalbourne, Marlborough	Application for a certificate of lawfulness for existing use (use of land as a WTS).	East	Recycling/transfer	480 tpa		11/01/2008
Dairy Farm gravel pit	Recycling of inert construction & demolition wastes.	North	Recycling/transfer	10,000 tpa		22/07/2009

Station Yard, Melksham	CoU from vehicle dismantling and storage of scrap metal to mixed use scrap metal yard, vehicle dismantling, WTS, Skip Hire and vehicle weighbridge (inert).	West	Recycling/transfer	10,000 tpa		12/04/2010
Broadway Farm, Nursteed, Devizes	Agricultural reclamation and improvement works including importation of inert wastes as an extension to an existing permitted site.	East	Landfill	7,000 tonnes	7,000m³	05/11/2008
Cleveland Farm, Ashton Keynes	Extraction of sand and gravel as an extension to Cleveland Farm Quarry by phased removal of plant and buildings including infilling with inert waste for restoration purposes.	North	Landfill	None remaining	None remaining	03/04/2006
Lake 81, Rixon Gate, Ashton Keynes, Swindon	Importation of inert material for the creation of 2 islands and 2 fish holding ponds together with 2 boardwalk bridges, parking and an amenity building ancillary to the use of the lake as a 'pay and fish' fishery.	North	Landfill	234,000 tonnes	234,000 m³	26/02/2009
Roundhouse Farm, Marston Meysey	s73 app to allow importation of inert materials for restoration.	North	Landfill	n/a	n/a	12/05/2010
New Lake Dam, Gasper, Stourton	Re- profile of existing dam.	South	Landfill	1,000 tonnes	1,000 m³	26/02/2010
Brickworth Quarry, Harestock	Extraction of sand & infilling with inert materials.	South	Landfill	500,000 tonnes	500,000 m³	24/07/2009