



**Development of an Energy from Waste Facility for  
the Combustion of Residual Municipal and Similar  
Wastes and the Erection of Ancillary Buildings and  
Plant**

**and**

**Extension to the Existing Household Recycling  
Centre**

**at**

**Vanguard Way, Battlefield Enterprise Park,  
Shrewsbury, Shropshire**

**Supporting Statement**

**on behalf of**

**Veolia ES Shropshire Limited**

**Scott Wilson Ltd**

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SUPPORTING STATEMENT

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Revision Schedule

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## CONTENTS

<b>1</b>	<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>2</b>	<b>INTRODUCTION .....</b>	<b>3</b>
2.1	Scope .....	3
2.2	Content .....	3
2.3	Environmental Impact Assessment .....	4
2.4	Design and Access Statement .....	4
2.5	Consultation Statement.....	5
2.6	About the Applicant .....	5
<b>3</b>	<b>REASONS FOR THE PROPOSED DEVELOPMENT .....</b>	<b>9</b>
3.1	Introduction .....	9
3.2	Past Municipal Waste Management Service.....	9
3.3	New Municipal Waste Management Service .....	10
3.4	Conclusions.....	13
<b>4</b>	<b>THE APPLICATION SITE.....</b>	<b>15</b>
4.1	Site Description .....	15
4.2	Surroundings and Neighbouring Uses.....	15
4.3	Planning History .....	16
4.4	Pollution Control.....	17

<b>5</b>	<b>PROPOSED DEVELOPMENT .....</b>	<b>19</b>
5.1	Introduction .....	19
5.2	EWF Construction .....	19
5.3	EWF Operation.....	20
5.4	HRC Construction .....	21
5.5	HRC Operation.....	22
5.6	Hours of Operation .....	22
5.7	Drainage .....	23
5.8	Landscaping and Boundary Treatment.....	24
5.9	External Lighting .....	24
5.10	Green Roof .....	24
<b>6</b>	<b>SUSTAINABLE DESIGN AND OPERATION .....</b>	<b>27</b>
6.1	Introduction .....	27
6.2	Design Features.....	27
6.3	BREEAM Assessment .....	28
6.4	Site Waste Management Plan.....	30
6.5	Heat User Study.....	31
<b>7</b>	<b>PLANNING POLICIES .....</b>	<b>33</b>
7.1	Introduction .....	33
7.2	Development Plan .....	34

7.3	Key National Planning Policies .....	36
7.4	Emerging Policy Documents .....	40
<b>8</b>	<b>KEY POLICY ISSUES .....</b>	<b>43</b>
8.1	Introduction .....	43
8.2	Need.....	43
8.3	Sustainable Waste Management .....	46
8.4	Energy Recovery .....	47
8.5	Waste Local Plan Policy 6 .....	50
<b>9</b>	<b>SITE SPECIFIC CONSIDERATIONS .....</b>	<b>55</b>
9.1	Introduction .....	55
9.2	Agricultural Land .....	55
9.3	Aquifer .....	55
9.4	Floodplain .....	55

## GLOSSARY

## FIGURES

Figure 3.1: Site Location

Figure 3.3: Existing Site

## **APPLICATION FORM**

## **APPENDICES**

- Appendix A: Policy Analysis**
- Appendix B: Consultation Statement**
- Appendix C: BREEAM Assessment**
- Appendix D: Preliminary Site Waste Management Plan**
- Appendix E: Heat User Study**

## 1 EXECUTIVE SUMMARY

This Supporting Statement forms part of an application for planning permission that has been submitted by Veolia ES Shropshire Ltd. (VESS) in relation to land at Battlefield Enterprise Park, Shrewsbury.

The proposed development comprises:

- development of an Energy from Waste Facility (EFW) with an administration block, offices and weighbridge; and
- extension to the adjacent Household Recycling Centre (HRC).

The scheme also includes the internal refurbishment of the existing offices developed as Phase 1 of the site, such that part can be used as a visitor/education centre and visitor route to the EFW.

On 1<sup>st</sup> October 2007, VESS commenced delivery of services under the Integrated Waste Management Contract awarded on behalf of the Shropshire Waste Partnership for Shropshire (i.e. the administrative area of Shropshire County Council). The services to be provided include reducing, collecting, recycling, recovering and disposing of municipal waste on behalf of the Councils in the Partnership. The contract term is 27 years.

The EFW plant incorporates a number of design features to enhance its sustainability. The design of the EFW has also been informed and evaluated through BREEAM assessment.

Current and emerging planning policies broadly require that any application of this kind should demonstrate that it will not give rise to significant adverse community, environmental and traffic related effects. The evidence presented in the Environmental Statement (ES) that accompanies this application demonstrates that the proposed mitigation will minimise any such adverse effects to an acceptable degree.

The proposed EFW plant will form a key part of an integrated network of municipal waste management facilities within Shropshire. As such it is clear that:

- the benefits, in terms of more sustainable management of municipal waste, need to be assessed in relation to the integrated service as a whole and not just the EFW element;
- the potential role to be played by options that are higher up the waste hierarchy will not be constrained by the development of the EFW plant because it has been designed to provide a capacity that is in line with the amount of residual municipal waste expected to arise in Shropshire during the contract period (taking into account waste minimisation and reduction initiatives) and assuming that the targets for the amount of waste to be recycled and composted will be fully achieved;

**SUPPORTING STATEMENT**

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- the integrated system to be provided by VESS aims to be complementary to Shropshire's objectives, through making best use of the most appropriate technology (after due consideration of the alternatives) and the waste generated in the County, by promoting (in order of priority) increased re-use, recycling and composting, and energy recovery and to reduce the quantity of waste being disposed to landfill; and

It should also be noted that applications for planning permission to develop the range of other integrated facilities needed to achieve the recycling and composting targets specified in the Integrated Waste Management Contract, are either in the course of preparation or determination or have recently been granted consent. The EWF application meanwhile is being brought forward now in view of the long lead times involved and because of the need to rapidly develop such a facility in the absence of local back-up landfill capacity.

## 2 INTRODUCTION

### 2.1 Scope

This Supporting Statement forms part of an application for planning permission that has been submitted to Shropshire County Council (in its capacity as Waste Planning Authority – WPA) by VESS in relation to land at Battlefield Enterprise Park Shrewsbury (the Site).

The application seeks planning permission to develop:

- an EWF with offices, weighbridges and ancillary buildings and plant; and
- an extension to the existing adjacent HRC.

It also includes a new and modified access, vehicle manoeuvring and parking arrangements, site drainage and landscaping. Access to the site will be via the roundabout on Vanguard Way – as existing. Although not forming part of this application, the overall scheme benefits from the refurbishment of the existing HRC offices, such that part can be used as a visitor reception area.

### 2.2 Content

The application comprises:

- the completed application forms;
- this Supporting Statement; and
- the figures that define the proposed development – as listed in the schedule at the end of this Supporting Statement.

and is accompanied by:

- an Environmental Statement (ES) - prepared in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (as amended); and
- a Design and Access Statement – prepared in accordance with Section 42 of the Planning and Compulsory Purchase Act 2004 (see section 2.4 below).

## 2.3 Environmental Impact Assessment

As the proposed EWF can be considered as an installation 'for the incineration ..... (as defined in Annex IIA to Council Directive 75/442/EEC under heading D9) of non hazardous waste with a capacity exceeding 100 tonnes per day' this application for planning permission is required to be accompanied by an ES in accordance with category 10 of Schedule 1 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (as amended).

Regulation 10(1) enables applicants to ask the relevant planning authority to specify the information it considers should be provided in the ES (a Scoping Opinion).

A request for a Scoping Opinion was submitted on behalf of VESS to the WPA on 12 February 2008. This request was accompanied by an environmental scoping report that set out:

- details of the proposed development;
- details of the site and its surroundings;
- the proposed structure of the ES; and
- an outline of the relevant environmental issues.

The WPA's scoping opinion was issued on 7 May 2008 and the ES has been prepared in accordance with the information and advice contained in that document (save in circumstances where further dialogue with consultees and/or Council Officers has subsequently confirmed that an alternative approach is preferable).

## 2.4 Design and Access Statement

The requirement for certain planning applications to be accompanied by a Design and Access Statement was introduced under Section 42 of the Planning and Compulsory Purchase Act 2004 and the enabling Order, which took effect on 10<sup>th</sup> August 2006. Section 42 also inserts a new Section 327A into the Town and Country Planning Act 1990 which prohibits, amongst other things, a Local Planning Authority from entertaining an application unless it is accompanied by a Design and Access Statement, where required.

Article 4C of the Town and Country Planning (General Development Procedure) Order 1995 (as amended) sets out the various categories of planning application to which the above requirements apply.

The proposed development falls within one of the categories where a Design and Access Statement is required. Accordingly a Design and Access Statement has been submitted in conjunction with this application for planning permission.

## 2.5 Consultation Statement

The Statement of Community Involvement (SCI) adopted by the County Council on 12<sup>th</sup> May 2006 sets out the principles for community involvement that will be followed by the County Council.

In addition to the publicity, notification and consultation procedures that the County Council carries out in accordance with statutory regulations, applicants are encouraged to engage in pre-application discussions and are advised to carry out some initial consultation with the affected communities/parties prior to submitting the planning application (SCI paragraph 10.3).

At paragraphs 10.14 to 10.19 the SCI gives examples of additional means of consultation that may be appropriate in the case of 'major' applications. These include exhibitions/displays, town/parish and community group meetings and public meetings.

Following the Government's decision to agree the merger of the county, borough and district councils in Shropshire, a new unitary council will come into being on 1 April 2009.

In preparation for the production of a new Local Development Framework for Shropshire, an Interim Community Involvement Statement (ICIS) was agreed by the Implementation Executive and published July 2008. The ICIS has been prepared jointly between the existing councils. The ICIS sets out how the new Council intends to engage with the local community in the preparation of its new Unitary Planning Policy documents in advance of April 2009. Once the new Unitary Council has come into operation, a fully revised Community Involvement Statement will be prepared.

The ICIS is intended to build on (and not replace) the adopted SCIs.

A Consultation Statement that evidences the steps taken by VES to comply with the steps advocated in the SCI is included at Appendix B of this Supporting Statement

## 2.6 About the Applicant

VESS is a wholly owned subsidiary of Veolia Environmental Services plc (Veolia). Veolia has been operating in the UK since 1990 and is the waste division arm of the worldwide utilities service provider, Veolia Environnement.

As the leading UK waste management organisation with pro-forma revenues above £1.2 billion, Veolia employs almost 13,000 people across a spectrum of services in waste management and cleaning.

Veolia's core business in the UK is in the provision of integrated waste management and environmental services to local communities and industry. It provides a range of services including refuse collection, recycling, composting, waste treatment and street cleansing to over 6 million customers on behalf of 90 local authorities in the

SUPPORTING STATEMENT

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UK. This includes 6 operational EWFs, 1 EWF that is under construction and a further EWF that is awaiting the grant of planning permission. In addition, Veolia operates a network of recycling, composting, transfer and other treatment facilities and strategic landfills to support the services it provides to both its public and private sector clients.

Key figures include:

- operating since 1990;
- 2007 pro-forma revenues above £1.2 billion;
- c. 13,000 employees;
- serves c. 75,000 commercial and industrial customers;
- circa 170 refuse collection, recycling, disposal and street cleaning contracts in partnership with 90 local authorities and waste disposal authorities serving 16 million residents;
- 5 composting facilities with a total tonnage of green waste processed of 200,000 tonnes per annum;
- 6 material recovery facilities (MRFs) processing a total of around 330,000 tonnes of dry recyclables per annum, with others at the planning stage;
- 6 energy from waste facilities (EWFs) with a total capacity of 1.4 million tonnes (including an EWF at Chineham in Hampshire which has the same capacity as that proposed in this application – 90,000 tonnes per annum);
- 14 strategic landfills (many generating electricity from landfill gas) with a total void capacity of 44.3 million cubic metres;
- total net power generation output of circa 266 MW; and
- Minosus, the first facility of its kind in the UK, provides safe underground storage within a worked out area of a rock salt mine for the permanent disposal of a range of solid and granular hazardous wastes.

Further information on Veolia can be found on the Company's website at [www.veoliaenvironmentalservices.co.uk](http://www.veoliaenvironmentalservices.co.uk)

In addition to the flagship integrated waste management contract in Hampshire ('Project Integra'), the Company has been successful in winning a number of other long term waste management PFI contracts including East Sussex/Brighton and Hove, West Berkshire, London Borough of Southwark and, most recently, Nottinghamshire and Shropshire.

In terms of the evaluation of alternative technologies included in Appendix B of the ES that accompanies this application for planning permission, it is relevant to note

**SUPPORTING STATEMENT**

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that Veolia has extensive experience of assessing, developing and operating a wider range of waste treatment technologies.

In the thermal treatment field, Veolia has extensive international experience of operating reciprocating grate incineration technology, fluidised bed technology, clinical and other high temperature incineration technologies and seeks to tailor the technology to the needs and circumstances of each of its clients and the service delivery area.

Veolia is unique amongst waste management companies in that it deploys some 150 dedicated researchers at its research centres where programmes are undertaken on thermal treatment technology development in order to unlock the future potential of advanced thermal treatments.

In the UK, a team of 10 engineers continuously research, interview, visit and evaluate new technologies including innovations in both conventional and advanced thermal treatment technologies.

## 3 REASONS FOR THE PROPOSED DEVELOPMENT

### 3.1 Introduction

On 1<sup>st</sup> October 2007, VESS commenced delivery of services under the Integrated Waste Management Contract on behalf of the Shropshire Waste Partnership. The services to be provided by the Company under this contract include reducing, collecting, recycling, recovering and disposing of municipal waste on behalf of the Councils in Shropshire. The contract term is 27 years.

The most important reasons for the letting of the contract is the wish of the Shropshire Waste Partnership (SWP) to improve the performance of the service provided in terms of sustainable waste management and to avoid the penalties that would be payable under Landfill Allowance Trading Scheme (LATS) and the increasing cost of Landfill Tax.

The LATS was introduced in the Waste and Emissions Trading Act 2003 and aims to reduce the amount of biodegradable municipal waste (BMW) sent to landfill by WDAs. Under LATS each WDA is allocated an allowance in tonnes for the amount of BMW it can send to landfill. The allocation reduces progressively year on year until 2020. In 2019/20 the allowance for Shropshire is 31,411 tonnes. WDAs will be fined £150 for each tonne of BMW that they send to landfill in excess of their allowance.

This means that if Shropshire continued to landfill the same amount of BMW in 2019/20 as it did in 2006/07 (74,025 tonnes) without having bought extra allocations from other WDAs, it would be liable to pay a fine of £6,392,100 for that year alone.

Landfill Tax meanwhile is currently (i.e. up to April 2009) payable by WDAs at the rate of £32 per tonne of non-inert waste. The Government has announced that this rate will increase to £48 per tonne by 2010. It follows that if Shropshire deposited the same amount of waste at landfill in 2010 as it did in 2006/07 (110,437 tonnes), its Landfill Tax bill for that year would be £5,300,976.

### 3.2 Past Municipal Waste Management Service

#### *Facilities*

Prior to the award of this contract municipal waste was managed in Shropshire through the following facilities:

- Integrated Waste Management Facility (IWMF) at Craven Arms (including a HRC and transfer station);

## SUPPORTING STATEMENT

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- collection vehicle depot and HRC at Ludlow;
- IWMF at Whitchurch (including a HRC and transfer station);
- collection vehicle depot at Wem;
- IWMF at Battlefield, Shrewsbury (including a HRC and transfer station);
- collection vehicle depot at Weeping Cross, Shrewsbury;
- collection vehicle depot at Stanley Lane, Bridgnorth;
- HRC at Barnsley Lane, Bridgnorth;
- collection vehicle depot at Alexandra Road, Oswestry;
- HRC at Maesbury Road, Oswestry;
- food waste treated at Ludlow (Biocycle) anaerobic digester;
- green and other compostable waste composted at various third party locations; and
- disposal of residual wastes at third party landfill sites outside Shropshire, most commonly at Granville (Telford) and Haford (Wrexham) – with some materials going to Candles (Telford).

### *Performance*

In 2006/07 the amount of municipal waste managed in the County was 178,765 tonnes. Of this 36,517 tonnes (20.43%) was recycled, 31,811 tonnes (17.79%) was composted and 110,437 tonnes (61.78%) was disposed of at landfill sites. Of the waste disposed to landfill 74,025 tonnes of BMW was landfilled (41.41% of total tonnage). These tonnages include inert material and commercial waste collected by Municipal Services in Shropshire.

This compares with targets adopted for Shropshire which aim to see the proportion of BMW deposited at landfill site reduced to 59,853 tonnes by 2010/11 and 31,411 tonnes 2020/21.

### **3.3 New Municipal Waste Management Service**

Under the new contract, VESS plans to invest in excess of £100 million in new and improved infrastructure designed to provide a long term, sustainable municipal waste management service to Shropshire residents.

The contract awarded to VESS by the SWP is for the provision of an integrated waste collection, recycling, treatment and disposal service. It requires that over 52% of the waste managed is recycled by 2013 and establishes targets for significant reductions in the amount of waste to be landfilled – 37,500 tonnes per annum up to the commissioning of the EWF and 6,700 tonnes per annum thereafter.

### *Facilities*

In addition to the facilities operated prior to commencement of the contract, new services are programmed for development including:

- the new IWMF incorporating a transfer station, HRC and vehicle depot that is currently under construction at Mile Oak Industrial Estate, Oswestry;
- expansion and improvement of transfer station and HRC operations at Craven Arms IWMF (for which planning permission has now been granted);
- provision of a new IWMF to replace the existing Bridgnorth HRC;
- provision of the kerbside collection of plastics by 1<sup>st</sup> April 2011;
- development of a green and food waste in-vessel composting (IVC) facility;
- the recovery of energy from residual municipal waste (i.e. the waste that remains after recycling and composting or which is not suitable for such processes) at the EWF plant proposed in this application.
- expansion of the HRC facility at Battlefield Enterprise Park (which forms part of the proposal included in this application);
- disposal of residual wastes at third party landfill sites, where required.

The IWMF at Mile Oak Industrial Estate, Oswestry will replace the existing HRC facility at Maesbury Road and the vehicle depot at Alexander Road located in the town centre.

Importantly, the proposed EWF will act as the key central facility for the treatment of residual wastes arising within the scope of the new contract. The inter-linkages in the overall network being provided by VESS are demonstrated by the following table that shows the predicted percentage of inputs to the EWF by source over time.

Table 3.1: Predicted Percentage of EWF Inputs by Source

Source	2013 (%)	2022 (%)	2031 (%)
Bridgnorth IWMF	11.15	11.75	12.33
Craven Arms IWMF	10.94	12.16	12.76
Whitchurch IWMF	13.67	15.20	15.95
Oswestry IWMF	8.29	9.22	9.67
Other IWMF Waste and similar commercial waste.	8.89	1.04	0.00
HRCs (excluding Battlefield)	7.60	8.18	8.44
Battlefield HRC	5.06	5.44	5.60
<b>SUB-TOTAL</b>	65.60	62.99	64.76
Direct delivery from North Shropshire	1.14	1.25	1.33
Direct delivery from Shrewsbury & Atcham	25.78	28.56	29.81
Direct delivery (third party) of commercial waste	7.48	7.20	4.10
<b>GRAND TOTAL</b>	100.00	100.00	100.00

### *Performance*

Under the new municipal waste management contract, in 2010/11 the predicted amount of municipal waste managed under the contract in the County is 176,114 tonnes. Of this, 42,302 tonnes (24.02%) will be recycled, 44,351 tonnes (25.18%) will be composted. Of the recycled material, 8,152 tonnes (4.63%) will be inert and 81,309 tonnes (46.17%) will be disposed to landfill. Of the waste disposed to landfill, 51,873 tonnes will comprise BMW.

In 2020/21 the predicted amount of municipal waste managed under the contract in the County is 201,356 tonnes. Of this, 48,891 tonnes (24.28%) will be recycled, 51,935 tonnes (25.79%) will be composted. Of the recycled material, 27,787 tonnes (13.80%) will be inert (including bottom ash), 14,580 tonnes (7.24%) will be disposed to landfill and 58,163 tonnes (28.89%) will be lost during the EWF process. Of the waste disposed to landfill, 6,204 tonnes will comprise BMW.

### 3.4 Conclusions

Comparison of the performance achieved under the past municipal waste management service in Shropshire and the new service to be provided under the contract awarded to VESS is made in Table 3.2 below.

**Table 3.2: Waste Management Service: Comparison with Past Performance**

MSW	Past (2006/07)	New (2010/11)	New (2020/21)
Recycled (%) including inert materials and bottom ash	20.43	28.65	38.08
Composted (%)	17.79	25.18	25.79
Landfilled (%)	61.78	46.17	7.24
Recovered by thermal process (%)	0.00	0.00	28.89
<b>TOTAL</b>	100.00	100.00	100.00

The above comparison makes it clear that the new services will achieve the objective set by the Shropshire Waste Partnership.

The proposed EWF plant will form a key part of the integrated network of municipal waste management facilities necessary to improve the service within Shropshire.

From the information in Table 3.1, it is apparent that the majority of inputs to the EWF will be from the IWMFs and HRCs operated under the contract awarded to VESS and that the remainder overwhelming comprises direct deliveries from the local area.

As such it is clear that:

- the benefits in terms of more sustainable management of municipal waste needs to be assessed in relation to the integrated service as a whole and not just the EWF element;
- the potential role to be played by options that are further up the waste hierarchy will not be constrained because the EWF has been designed to provide a capacity that is in line with the amount of residual municipal waste expected to arise in Shropshire during the contract period (taking into account waste minimisation, reduction and recycling initiatives) and assuming that the targets for the amount of waste to be recycled and composted will be fully achieved; and

SUPPORTING STATEMENT

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- the integrated system to be provided by VESS aims to be complementary to Shropshire's objective of making best use of the waste generated in the County by promoting (in order of priority) waste minimisation, increased re-use, recycling and composting, and energy recovery and to reduce the quantity of waste being disposed to landfill (and reduce the need to export waste for disposal at landfill sites outside Shropshire - given the absence of such facilities locally).

It is further evident from the assessment of need at Section 8.2 below that there is a clear and demonstrable need to develop additional waste treatment capacity in Shropshire and that, given the long lead times involved, planning permission is required at this juncture, if the additional capacity is to be in place when required.

## 4 THE APPLICATION SITE

### 4.1 Site Description

The Site occupies an area of 4.3 hectares and comprises a vacant plot together with the existing Phase 1 IWMF (HRC/WTS) within Battlefield Enterprise Park on land allocated for future waste management development and is located approximately 4 kilometres north of the centre of Shrewsbury.

Access to the Site will be from the existing roundabout on Vanguard Way. This in turn links to the local highway network comprising the A5124 Battlefield Link Road to the north, Battlefield Way to the west and Harlescott Lane/Brixton Way to the south.

The Site slopes gently to the Battlefield Brook, which defines the northern site boundary. The Shrewsbury – Crewe railway passes approximately 25 metres to the east of the Site. Battlefield Brook flows to the east, via a culvert, under the railway. The Site is devoid of mature trees and hedges, with the exception of those alongside Battlefield Brook.

### 4.2 Surroundings and Neighbouring Uses

The western part of the Site is generally defined by the existing IWMF (HRC/WTS) facility developed in 2004 by Shropshire County Council as Phase 1 of the Battlefield waste development site.

The HRC provides a facility for the public to deposit household waste and incorporates areas for the segregation of various recyclable materials. The WTS provides a facility for the bulking and onward transportation of recyclables collected by (or on behalf of) the Waste Collection Authorities (WCAs) through the kerbside collection schemes in Shrewsbury & Atcham Borough and parts of North Shropshire District as well as for the onward transfer of residual wastes arising from the HRC and the WCAs. Currently this waste is bulked-up for onward transportation to landfill disposal.

Land between the Site and Battlefield Link Road and between the Site and Battlefield Way has the benefit of planning permission for the development of a Food Enterprise Centre and work on the construction of the site infrastructure and starter units is well advanced (as at January 2009). A number of other commercial units on Vanguard Way are under construction or nearing completion.

The nearest residential properties to the Site are in Battlefield, approximately 300 metres to the north east. These properties are separated from the Site by the railway embankment and associated trees. Residential properties at Harlescott Grange are located approximately 460 metres to the south west. Nearby industrial units to the

east of the railway include ABP located 120 metres to the east. Battlefield Church and the Field House, a residential property, are located approximately 800 m to the north of the Site.

Several public footpaths and bridleways cross the open countryside to the north of the Site. The nearest public right of way is located approximately 370m to the north-west of the Site.

The site is located within a 700 metre buffer zone imposed by the Health and Safety Executive around the site operated by Firmin Coates Ltd (which is used for the warehousing and distribution of packaged chemicals) and lies to the south of the site of the Battle of Shrewsbury – an English Heritage registered battlefield.

### 4.3 Planning History

Prior to 2001, the Site formed part of a larger area that received outline planning permission for a Class B2 development involving the relocation of MBM Produce Ltd from the firm's premises on Monkmoor Road Industrial Estate.

Planning permission MS03/0985/SY for the neighbouring IWMF was granted in November 2003, subject to conditions and a 'memorandum of understanding' in which the County Council undertook to take steps to ensure that all HGVs (with the exception of those requiring local access) approach and leave the site via Vanguard Way, Battlefield Way and the A5124 Battlefield Link Road.

The development approved under planning permission MS03/0985/SY was described in the application as Phase 1 of a master plan for the entire area owned by the County Council. In addition to the proposed IWMF, the master plan described three further Phases involving an extension to the MRF, a composting facility and the development of a waste treatment facility. The proposed development is intended to take the place of Phases 2, 3 and 4 as described in the master plan.

Outline planning permission 02/1429 was granted in October 2003 for the use of land to the immediate north and west of the Site for organic and non-organic food related B1, B2 and B8 uses (the Shropshire Food Enterprise Park) – including land not allocated for industrial / employment uses in the Local Plan.

Planning permission 02/1429 was subject to a number of conditions, including:

- provision of a landscaping belt along the northern and north-western (Battlefield Way) boundaries;
- a restriction on the maximum height of buildings to 12 metres at the eaves; and
- a flood mitigation scheme including the provision of a balancing pond,

The Shropshire Food Enterprise Park is being developed by a joint venture led by Advantage West Midlands (the Regional Development Agency). Construction of the

first unit, commenced in November 2007 following the grant by Shrewsbury & Atcham Borough Council of reserved matters approval for Plot 5a (planning permission reference number 06/1117/F).

In July 2008, planning permission was granted (reference number 08/0448/F) to enable that part of the Shropshire Food Enterprise Park to the north of the Battlefield Brook and east of Battlefield Way to be developed for B1, B2 and B8 uses instead.

#### 4.4 Pollution Control

Operations at the Site will be regulated by the Environment Agency in accordance with the terms of an Environmental Permit (EP). The EP will specify, inter alia, the day to day measures to be adopted to ensure that the site is operated without risk to the environment and/or human health and will restrict the wastes that can be accepted at the Site.

Applications made under the Environmental Permitting Regulations 2008 require details of the following:

- site location and context;
- site engineering;
- surface water management;
- pathways and receptors;
- amenity; and
- habitats.

It follows from the above that two main regimes of environmental control apply to the proposed development – planning control and environmental permitting. Although there is an inevitable degree of common ground between these two regimes, Government advice (contained in PPS 10 and PPS 23) is that unnecessary duplication and overlap between the two should be avoided.

In accordance with this advice:

- this application for planning permission focuses on land-use issues;
- an application for an EP will be submitted shortly after application for planning permission to ensure that information which is of common interest to both the WPA and the Environment Agency is available and so that the two processes can run in parallel; and
- in relation to matters which fall within the remit of both the planning authority and the Environment Agency e.g. public health, the former will focus on the

**SUPPORTING STATEMENT**

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principle of the development whereas the latter will concentrate mainly on the necessary day to day controls.

## 5 PROPOSED DEVELOPMENT

### 5.1 Introduction

The proposed development comprises:

- an EWF with offices, weighbridges and ancillary buildings and plant; and
- an extension to the existing adjacent HRC.

Although not forming part of this application, the overall scheme also includes the refurbishment of the existing HRC offices, such that part can be used as a visitor/education centre.

The EWF has been designed to treat municipal waste (including commercial and similar types of waste) using a proven waste combustion technology having a nominal throughput of 90,000 tonnes per annum. The facility will also comprise a boiler and flue gas treatment equipment and be capable of generating up to 8 MW of electricity. The facility will include a heat take-off point for potential use by adjacent industrial users should this prove feasible.

The proposed development is further outlined below and is described in full detail in the accompanying ES.

### 5.2 EWF Construction

The construction of the EWF and associated buildings will be let to a design and build contractor. Consequently it is not possible to describe the specific construction methodology in detail at this stage, although full details will be provided to the WPA ahead of commencement of the development. Notwithstanding this, the construction sequence of the principal elements is likely to be as follows:

- site preparation;
- access road construction;
- excavation for waste bunker;
- construction of foundations;
- bunker construction;
- form concrete slabs;

## SUPPORTING STATEMENT

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- erect steelwork;
- install major plant items;
- clad new buildings;
- internal equipment fit out;
- commission and start up.

It is currently anticipated that EWF construction will commence in early 2010.

### 5.3 EWF Operation

It is currently anticipated that the EWF will be commissioned and begin operation in early 2013. Operational activities at the EWF can be summarised as follows:

- residual wastes from households, Local Authority services and some local businesses, (including a small proportion of commercial and industrial waste of similar composition) i.e. the same mix of waste materials historically handled at the WTSs when operated by the County Council, will be brought to the EWF and deposited into the waste storage bunker;
- from the bunker, the waste will be lifted into a feed hopper by one of two overhead cranes;
- the hopper will feed the waste into a single combustion unit where it will be burned at temperatures in excess of 850°C for at least two seconds. An oil fired auxiliary burner will ensure that the correct temperature in excess of 850°C is reached before any waste is fed into the furnace (in accordance with the Waste Incineration Directive);
- above the furnace a large boiler will produce superheated steam at 400°C, a condensing steam turbine will utilise this steam to generate electricity for export into the local electricity network;
- control of pollutants will be achieved by the introduction of reagents to neutralise flue gas and absorb other pollutants in accordance with the concept of Best Available Technology (BAT) as approved by the Environment Agency through the EP process;
- the cooled flue gases will pass through a filter where particulate matter (dust) will be captured, collected and stored in a silo for separate off-site treatment and disposal at an appropriately licensed facility;
- cleaned gases will be then released through the chimney – the quality of emissions will be continuously monitored to ensure they meet strict

environmental standards and the monitoring data will be published in accordance with the requirements of the EP;

- an electromagnetic over-band separator will remove ferrous metal from the bottom ash which will be delivered to a local company for recycling; and
- bottom ash from the combustion process will be temporarily stored on-site before being taken off-site for re-processing and use as secondary aggregate, as necessary.

A flow diagram that illustrates the above process is included in the ES that accompanies this application (Figure 4.5).

## 5.4 HRC Construction

The extension of the HRC will increase the range of wastes that can be segregated and will enable the public access to the HRC to be separated from the waste collection vehicle traffic to the WTS. This will include:

- additional vehicle queuing space within the site for use by the public;
- additional container bays (up to 10 in number) to the east of the existing bays;
- an extension of the elevated parking/unloading area for use by the public;
- an extension of the down ramp for public egress from the HRC.

Construction of the HRC extension is anticipated to be undertaken from late 2012 to early 2013 when the following works will be undertaken:

- any setting out/site clearance required;
- any ground works (foundations) required;
- modification of hard standing and drainage;
- extension to tipping bays;
- construction of steel framed building extension and extension of down ramp; and
- extension of services.

The down ramp from the HRC will be constructed in two elements to ensure that the HRC can remain operational during the period without significant impact to the HRC service.

## 5.5 HRC Operation

The HRC extension is anticipated to become operational in early 2013. The purpose of the extension is to reduce congestion by increasing vehicular flows through the facility and is not expected in itself, to have any material effect on the projected annual tonnage handled or resulting traffic flows.

The existing HRC and WTS will remain in operation during construction of the EWF.

## 5.6 Hours of Operation

### *Receipt of Waste*

Permission is sought to enable the facility to receive waste 24 hours a day, 7 days per week. During outages and planned maintenance (expected to be 15% of total working hours in any year), direct delivered waste will continue to be received and stored within the reception bunker.

The 24-hour arrangements are required to provide operational flexibility for the waste disposal and waste collection authorities, including for the receipt of wastes arising from street cleaning operations that may be undertaken at night on behalf of the SWP.

However, associated HGV traffic will generally be confined to the same hours as are currently approved for the adjacent HRC, however HGV vehicles will also require access and egress outside these hours in accordance with operational needs.

The hours of operation at the IWMF will remain as currently approved i.e.

### *Waste Transfer Station - Waste Acceptance*

Mon to Fri 08:00 -16:30

(In general internal waste movement operations commence at 07:30 and cease by 17:00)

Sat – 08:00 – 12:00

### *HRC - Summer*

Mon to Fri - 08.30 – 19:00.

Sat and Sun – 09:00 – 18:00.

Bank Holidays - 09:00 – 18:00.

## SUPPORTING STATEMENT

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### *HRC - Winter*

Mon to Fri - 09:00 – 17:00.

Sat and Sun – 09:00 – 17:00.

Bank Holidays - 09:00 – 17:00.

Occasional deliveries and/or collections may take place outside of these hours to avoid peak hour traffic flows and to prevent waste being stored within Refuse Collection Vehicles (RCVs) over a night, weekend or Bank holiday period, or for other operational reasons.

### *Waste Processing*

The EWF will combust waste and recover energy 24 hours a day, 7 days a week. It will operate continuously throughout the year except during shutdowns for planned or unplanned maintenance. Arrangements for maintenance and shutdown periods are described in Section 4.17 of the ES.

## **5.7 Drainage**

All roof and road drainage from the Site will discharge via a new drainage and storm attenuation system (that will operate independently from the present IWMF system). All flows in the new system will link to a 'detention basin' prior to discharge (at a rate to be agreed with the Environment Agency) into the Battlefield Brook. In addition, all road and parking area drainage from the Site will be routed through oil interceptors and silts traps as appropriate.

The surface water drainage system will be designed to ensure that there is no interruption to the surface water and the drainage of the surrounding land.

Foul sewerage will be connected to suitable positions on the existing mains sewer on the northern and eastern boundary of the Site. All areas where waste operations take place will be drained to the foul water system.

Operational areas will be finished with a hard impermeable surface which drain, as either uncontaminated surface water or as potentially contaminated water to a waste water tank and then to the foul sewerage system or for re-use within the EWF (as appropriate). There will therefore be no opportunity for the infiltration of runoff from operational areas to groundwater.

The drainage system has been designed in accordance with Sustainable Urban Drainage (SUDS) principles and in a manner that is compatible with the new landscaping and habitat creation planned for the Battlefield Brook corridor.

## 5.8 Landscaping and Boundary Treatment

Native structure and tree planting (including semi-mature trees between 8 and 10 metres in height) will be provided on the northern, eastern and southern boundaries of the Site to provide visual screening and help to integrate the development with the immediate and wider surroundings. Native and ornamental planting will be provided in the vicinity of the new offices, the visitor reception and the elevated section of the HRC, to enhance the appearance of the facility for the benefit of visitors.

The boundary of the Site will be delineated by 2.4m high dark green colour coated Paladin mesh fencing to match and connect to the existing fencing around the majority of the existing IWMF.

## 5.9 External Lighting

External lighting will be mounted on buildings and structures at the lower level, where practicable. Elsewhere, lighting columns will be provided to illuminate internal roadways and pedestrian routes.

The external lighting scheme will be designed in accordance with *Guidance Notes for the Reduction of Light Pollution* published by the Institute of Lighting Engineers.

The scheme will control:

- the height of lighting masts/posts;
- the direction of lights;
- the intensity of the lights to be used, (specified in Lux levels); spread of light including approximate light spillage to the rear of floodlighting posts (in metres);
- any measures proposed to minimise the impact of the floodlighting or disturbance through glare (such as shrouding); and
- the hours and days intended for the operation of lighting.

## 5.10 Green Roof

For sustainability, visual and habitat enhancement purposes, the EWF design incorporates a 'green roof' to the tipping hall on the northern elevation of the plant that faces towards the registered battlefield.

The green roof will comprise a 12 cm depth (at installation) of growing medium ('Sopranature complex') over a waterproofing system ('Sopralene Flam Jardin') with a

SUPPORTING STATEMENT

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root barrier (or similar). Suitable water points (with appropriate flow) will be provided on the roof during the installation works and thereafter. Edge and rain water outlets protection will be provided by a 40mm washed stone gravel bund formed in steel wire.

The green roof covering will include:

- a moulded polystyrene 37mm thick panel drainage layer ('Soprema Sopradrain');
- a non woven fibre, thermo welded, loose laid filter layer ('Soprema Soprafiltre');
- a 80mm deep (at installation) substrate ('Soprema Sopraflor X061') growing medium designed and factored to achieve maximum water retention, permeability, density and resistance to erosion;
- micro plug planting (at 16U/sqm) comprising species from the following succulents (*Sedum floriferum* 'Weihenstephaner Gold', *Sedum hispanicum*, *Sedum spurium*, *Sedum spurium* 'Atropurpureum', *Sedum album*, *Sedum reflexum*, *Sedum acre*, *Sedum spathulifolium* 'Cape blanco', *Sedum sexangulare*, *Sedum kamtschaticum*, *Sedum oreganum*, *Sedum ewersii*, *Sedum pyreneum*, *Delosperma cooperi*, *Delosperma lineare*, *Sempervivum tectorum*); and
- complementary seeding (where appropriate),

or similar.

## 6 SUSTAINABLE DESIGN AND OPERATION

### 6.1 Introduction

The design and operation of the proposed EWF will accord with the principles of sustainability i.e.

- a range of features and materials have been incorporated in the design and layout of the EWF to enhance the overall sustainability of the development;
- the design of the EWF has been informed by and evaluated through BREEAM assessment;
- the minimisation and management of waste generated during the construction and operational phases will be carried out in accordance with a Site Waste Management Plan; and
- a study has been undertaken into the future potential for CHP heat sales to users in the surrounding area and a heat take-off point included in the design so as not to prejudice future CHP usage.

### 6.2 Design Features

The proposed EWF plant incorporates a number of features to enhance the sustainability of the proposed design.

The following features have been incorporated:

- a detention basin has been designed to retain and manage rainwater in accordance with Environment Agency requirements and SUDS principles;
- the green roof on the tipping hall will help to retain water and reduce the need for drainage capacity;
- the EWF building incorporates expansive translucent polycarbonate panels to allow natural light to enter. Natural lighting provides human comfort and reduces energy consumption. Where artificial lighting is needed for health and safety purposes, the type of lighting selected will feature low energy consumption bulbs. External lighting will be high performance lanterns with high pressure sodium lamps, because of their efficiency, long life and performance. Timing controls will be incorporated in the lighting system to minimise energy consumption;
- no supplementary boiler will be fitted within the EWF building – to minimize energy consumption;

## SUPPORTING STATEMENT

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- the existing offices and future visitor reception has already been designed with high levels of insulation and is equipped with a water re-use system, a ground heat pump and dual flush toilets;
- a Transport Plan will be developed during the operational phase to specify the steps to be taken to encourage the use of public transport by staff and the local cycle network;
- within the new offices, the provision of energy efficient goods (e.g., fridges, washing machines, dishwashers) will be promoted. Toilets will be fitted with a low flow/dual flush system; urinals will incorporate low water usage measures. Mixed taps will be push flow type, and thermostatically controlled;
- water meters will be provided to maintain site water use to avoid excessive consumption;
- the sides of the EWF building will mainly be covered with a vertical steel cladding. Steel is recyclable. The aluminium used for the main roof is a long life material which is again recyclable. The polycarbonate Danpalon panels are also recyclable and involve low energy consumption during manufacture. Solar control and insulation will be utilised – thereby reducing building's energy consumption.

### 6.3 BREEAM Assessment

The EWF at Battlefield Enterprise Park will be assessed under the Building Research Establishment's Environmental Assessment Method for buildings (BREEAM).

This ISO 9001 certified and UKAS accredited scheme was established in 1990 to assess the environmental sustainability of new developments. Measurements of impact are made regarding the entire life-span of the buildings, incorporating impacts relating to the extraction and processing of the construction materials and the decommissioning of the development, as well as those arising during the functional life of the building. BREEAM buildings assessments are regularly updated in line with UK Building Regulations and aim to provide aspirational, but never-the-less achievable, targets for developers.

Adoption of the BREEAM: Bespoke 2008 criteria will ensure that the EWF is constructed sustainably having regard to a standard commensurate with the nature and purpose of the development.

The BREEAM scheme is currently voluntary, with developers taking part in order to reap the benefits of improved market appeal, enhanced corporate image, efficient project management, reduced capital costs and greater client satisfaction that result.

The environmental performance of the EWF is individually assessed against the following eight categories:

## SUPPORTING STATEMENT

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**Management:** crucial to good building performance as it has an impact throughout a building's operational life. Incorporates best practice commissioning of environmental management systems with policies being implemented at top levels of management.

**Health and Wellbeing:** designed to increase occupant control of the working and/or living environment, this category addresses issues including heating, lighting, air quality and noise. By incorporating flexibility and robustness into the occupied spaces energy wastage can be reduced.

**Energy:** the CO<sub>2</sub> produced from the operation of buildings accounts for over 50% of the total UK CO<sub>2</sub> emissions. This category seeks to reduce that total by means of both improving energy efficiency and introducing energy management systems.

**Transport:** working in conjunction with the Energy section, this category seeks to reduce CO<sub>2</sub> emissions arising from transport to and from the building.

**Water:** this category seeks to reduce the consumption and wastage of potable water supply by the introduction of water efficient appliances, water conservation measures and leak detection systems.

**Materials and Waste:** this section rewards the use of construction materials with a low embodied energy and the responsible sourcing, re-use and recycling of construction materials.

**Land-use and Ecology:** over the period 1998 to 2016 it is estimated that 110,000 hectares of land will change from rural to urban land uses. This section assesses the impact of the development upon existing ecological features, encourages the creation of ecological enhancements and rewards the efficient use of land and the reclamation of contaminated ground.

**Pollution:** this category addresses the effects development can have on pollution and encourages the use of refrigerants and insulations with low global warming potential and the use of low NO<sub>x</sub> emission heating sources. It also rewards selection of construction sites outside flood risk zones and the implementation of sustainable drainage schemes.

Credits are awarded for compliance with each sub-section of the above-listed categories, to which a set of environmental weightings are applied. This enables the credits awarded to be added together to produce a single overall score for each building within the development. These scores are then compared to a table of standards produced by the Building Research Establishment (BRE) to allow the award of a performance rating on the scale of PASS, GOOD, VERY GOOD or EXCELLENT. It should be noted that in order to achieve a rating of PASS, the buildings within a development must perform significantly better than the standards set by the UK Building Regulations.

To date (January 2009), the BREEAM assessment process for the development is in the initial stages. The designs for the principle buildings to be developed as part of the EWF have been appraised against the BREEAM: Bespoke 2008 criteria.

Initial appraisal of the design has established that (subject to the submission of suitable evidence) the buildings achieve a score of 'GOOD'.

A copy of the completed BREEAM assessment can be found in Appendix C.

## 6.4 Site Waste Management Plan

The Site Waste Management Plans Regulations 2008 require that a Site Waste Management Plan (SWMP) must be prepared for construction projects costing more than £300,000 (excl. VAT).

The proposed EWF development has been reviewed in line with current legislative requirements, waste management operational guidance and proposed construction activities in order to prepare the Preliminary SWMP included at Appendix D.

The objectives of the preliminary SWMP are to:

- review outline design information with respect to expected construction processes and identify the main waste materials expected to be generated;
- review available site investigation information; and
- to prepare the preliminary SWMP to support the planning application.

The preliminary SWMP has been drawn from the initial design information prepared to support the planning application and as such as the targets and waste volumes detailed are estimates.

The construction phase SWMP document will be developed prior to any construction work commencing and will include any additional information generated following completion of the:

- contract documentation;
- detailed design work; and
- detailed site investigation activities.

The preliminary SWMP comprises:

- description of the development site;
- outline of the intended management arrangements; and
- outline of proposed waste management arrangements (including the re-use of bulk earthworks on site and the potential opportunities for waste minimisation).

## 6.5 Heat User Study

A study of the heat demand in the area of EWF development has been undertaken so that the potential for heat recovery from the facility can be assessed. A full copy of the Study is included at Appendix E to this Supporting Statement.

The study has identified, using a variety of desktop sources and on-site investigation, a selection of the most promising heat demand users in the vicinity of the proposed EWF at Battlefield. Estimates of heat demand have been derived using floor areas estimated from OS Maps and benchmark energy consumption figures taken from recognised publications. This methodology has limitations, as actual energy use for a given site has the potential to deviate from the norm that is represented by benchmarks.

The site benefits from two large industrial facilities situated very close by; ABP and Stadco. At this stage, these are considered to be excellent potential customers for heat within the study area. Exploratory dialogue with ABP and Stadco will be undertaken to try to identify more precisely what the heat demands of these facilities are, and whether these organisations would have a commercial interest in the uptake of heat from the EWF site.

Beyond ABP and Stadco, there are predominantly existing light industrial and retail facilities in reasonable proximity to the EWF site, and this study considers that these sites individually or collectively do not offer great viability to become customers of a successful DH network. This is a combined function of both their relatively diffuse locations, low anticipated heat demands, and the transaction costs associated with DH commercial agreements. However, there are also new-build light industrial sites planned in the vicinity of the EWF facility (Food Enterprise Park, for example), and these could provide further useful heat demand for the EWF to serve.

In terms of overall district heating network design, it is also worth noting that one benefit of DH is that very reliable heat supply can be guaranteed. When heat connections are appropriately sized, there is no need for local boiler plant at the customers' facilities (leading to space and maintenance contract savings). However, in the case of the Battlefield EWF, as it is a single-stream EWF facility, there will be maintenance downtime on both planned and unplanned occasions. This would mean that either heat network customers would have to maintain their own top-up and standby boiler plant, or that a centralised boiler plant capable of meeting the peak demands of the connected customers would need to be developed. This latter solution would appear to duplicate the capacity of plant that already exists, and hence a baseload heat solution is recommended, where individual customers retain their own boiler plant as top-up and standby facilities to help meet both peak demands and normal loads when the EWF is undergoing maintenance.

This assessment has concluded that good potential for a DH connection from the EWF site is represented by the Stadco and ABP works, and that further new development close to the EWF could further improve prospects for useful heat recovery. The large areas of light industrial / warehouse retail that dominate the Battlefield area do not have a high heat demand density, and furthermore are anticipated to be resistant to commercial agreement on heat supply from a district heating network. It is anticipated that many of the tenants / occupiers / owners of

these retail / warehouse establishments currently have a well-established method of heat supply used on a roll-out basis, and that they would be unlikely to reconfigure their standard secondary heat supply methodology for the marginal benefit that connection to a DH network might bring.

It is not considered that the municipal buildings of Shirehall, Abbey Foregate offer sufficient heat demand density for a viable heat network. Whilst the municipal offices date from the 1960's and as such are likely to have a fairly poor thermal performance, offices generally have a short operational profile on a daily basis, and therefore the overall quantity of heat supplied to such buildings is relatively small compared to process heat demands which are typically 24 hour. The Shirehall offices are also approximately 5km distant from the proposed EWF site, and given the expense of district heating mains installation, coupled with the short operational heat profile and easement issues, it is highly unlikely that connection to this demand could be justified on a commercial basis.

Leisure centres normally offer useful heat demands to be served by district heating networks, particularly when they have swimming facilities. There is a leisure centre with 20m pool close to the junction of the B5062 and A49 which has been considered as part of this study, but for this facility as for the majority of the light-industrial loads of the area, we would consider the distance to the EWF site to be too great to allow a connection to be commercially viable.

In summary, various options have been explored by VESS to supply local users within the area with heat from the EWF process, and it appears that there is good potential for heat use in the form of the ABP and Stadco works. It is therefore proposed to enter dialogue with the operators of these facilities with the objective of identifying whether there is a suitable economic incentive for the use of heat from the EWF and whether there is a willingness by the operators to adopt a certain level of risk and to undertake the necessary investment.

In this context, although it may be expected that there will be a prevalent attitude of commercial risk-aversion, given the current economic climate, the economic pressure on many facilities may also encourage potential customers to adopt viable cost-saving measures, which could include district heating. The development of the proposed EWF also has the potential to act as a catalyst for future district heating initiatives in the area.

## 7 PLANNING POLICIES

### 7.1 Introduction

This application for planning permission falls to be determined by the Waste Planning Authority (WPA) in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, having due regard to the Development Plan and other material planning considerations - including national planning policies and other relevant existing and emerging policies and guidance.

In this case, the Development Plan comprises:

- Regional Planning Guidance for the West Midlands;
- Shropshire and Telford & Wrekin Joint Structure Plan;
- Shropshire Waste Local Plan; and
- Shrewsbury and Atcham Borough Local Plan.

Key national planning policies are to be found in:

- Waste Strategy for England 2007;
- Planning Policy Statement 1 – Delivering Sustainable Development (and the Planning and Climate Change Supplement);
- Planning Policy Statement 10 - Planning for Sustainable Waste Management; and
- Planning Policy Statement 23 - Planning and Pollution Control.

The most relevant emerging policy documents are:

- RSS 11 Phase Two Revision; and
- Shropshire Unitary Council Local Development Framework.

The following review does not include EU Directives, since the relevant provisions have now been enacted in UK legislation and are therefore incorporated (or are in the process of being incorporated) in the planning policy documents referred to above.

## 7.2 Development Plan

### *Regional Planning Guidance for the West Midlands*

Regional Planning Guidance for the West Midlands North West (RPG11) was published in June 2004 and prescribed as a Regional Spatial Strategy from 28<sup>th</sup> September 2004 under the provisions of the Town and Country Planning Act (Initial Spatial Strategy) (England) Regulations 2004. Accordingly, RPG 11 now forms part of the development plan.

All the policies in RPG 11 have been reviewed in order to identify those of most relevance to this application. Policies WD1 (Targets for Waste Management in the Region), WD2 (The Need for Waste Management Facilities – by Sub-Region) and WD3 (Criteria for the Location of Waste Management Facilities) are considered to be of particular relevance.

These policies are reproduced at Appendix A to this Supporting Statement.

The analysis of the proposed development in relation to each of these policies (which is presented at Appendix A) serves to confirm that the proposals meet the relevant aims.

### *Shropshire and Telford & Wrekin Joint Structure Plan*

The Shropshire and Telford & Wrekin Joint Structure Plan (JSP) 1996-2011 was adopted in November 2002.

In accordance with the new development plan system introduced by the Planning and Compulsory Purchase Act 2004, policies contained in the Joint Structure Plan were 'saved' until 27 September 2007.

As the Phase Two revisions to the RSS and the Shropshire Minerals and Waste Local Development Framework were not adopted by that date, Shropshire County Council requested that the Secretary of State allow selected Joint Structure Plan policies to be 'saved' beyond 27 September 2007.

The Secretary of State has now confirmed that JSP policies P5, P9, P16, P18, P31, P32, P33, P35, P36, P37, P39, P41, P51, P58, P59, P60, P61, P62, P64, P65, P66, P67, P68 and P69 are to be 'saved' for a further period. All remaining policies expired on 27 September 2007.

All the saved policies in the JSP have been reviewed in order to identify those of most relevance to this application. Policies P35 (Road Freight), P64 (Waste Minimisation), P65 (Provision of Waste Facilities), P67 (Environmental Considerations) and P68 (Transport of Minerals and Waste) are considered to be of particular relevance.

These policies are reproduced at Appendix A to this Supporting Statement.

The analysis of the proposed development in relation to each of these policies (which is presented at Appendix A) serves to confirm that the proposals meet the relevant aims.

#### *Shropshire Waste Local Plan*

The Shropshire Waste Local Plan (WLP) 2002-2014 was adopted in October 2004.

As the same circumstances applied to both the JSP and the WLP, Shropshire County Council also requested that the Secretary of State allow selected Waste Local Plan policies to be 'saved' beyond 27 September 2007.

The Secretary of State confirmed that WLP policies 3 to 28 are to be 'saved' for a further period. All remaining policies expired on 27 September 2007.

The Site is allocated for a range of waste related uses in the WLP. The Site Profile for Site SA1 (Battlefield) included in Appendix 1 of the Waste Local Plan, also confirms that the Site is;

- Grade 3 Agricultural Land;
- located over a major aquifer (Source Protection Zone III); and
- partially within a floodplain (based on a 1 in 100 year return period).

All the saved policies in the WLP have been reviewed in order to identify those of most relevance to this application. Policies 4, 5, 6, 10, 11, 17, 25, 26 and 27 are considered to be of particular relevance.

These policies are reproduced at Appendix A to this Supporting Statement.

The analysis of the proposed development in relation to each of these policies (which is presented below and at Appendix A) serves to confirm that the proposals meet the relevant aims.

#### *Shrewsbury and Atcham Borough Local Plan*

The Shrewsbury and Atcham Borough Local Plan (S&ALP) was adopted in June 2001. Although work began on a review of the S&ALP this later formed part of the Borough's work towards the production of a Local Development Framework (LDF).

In accordance with the new development plan system introduced by the Planning and Compulsory Purchase Act 2004, policies contained in the Local Plan were 'saved' until 27 September 2007.

As the Local Development Framework was not adopted by that date, Shrewsbury and Atcham District Council requested that the Secretary of State allow selected Local Plan policies to be 'saved' beyond 27 September 2007.

The Secretary of State has now confirmed that Local Plan policies GP1 to GP5, HS1 to HS4, HS7 (amended), HS8 (amended), HS10 to HS14, HS16, EM1 to EM6, EM8, S1 to S4, S6, S7, S9, HE2, HE4 to HE9, HE11 to HE13, LNC3 to LNC7, LNC9 to LNC12, TLR1, TLR2, TLR4 to TLR8, TLR10 to TLR13, T4, T5, T8, T9, T11, T13, T14, T16, T18, INF1, INF2, INF8, INF16 – INF20 are to be 'saved' for a further period. All remaining policies expired on 27 September 2007.

All the saved policies in the S&ALP have been reviewed in order to identify those of most relevance to this application. Policy EM1 (Allocated Employment Sites) is considered to be of particular relevance.

This policy is reproduced at Appendix A to this Supporting Statement.

The analysis of the proposed development in relation to this policy (which is presented at Appendix A) serves to confirm that the proposals meet the relevant aims.

### 7.3 Key National Planning Policies

The following section provides a brief outline of the key national planning policy and guidance documents referred to above.

The most relevant policies and extracts are reproduced at Appendix A to this Supporting Statement.

The analysis of the proposed development in relation to each of these policies and extracts (which are also presented at Appendix A) serves to confirm that the proposals meet the relevant aims.

#### *Waste Strategy for England 2007*

Waste Strategy for England 2007 published in May 2007 sets out the Government's aim for the management of waste by restating its support for a system based on the waste hierarchy. Its vision is one where all parts of society share responsibility for achieving this aim.

The new strategy builds on Waste Strategy 2000 by aiming for greater ambition by addressing the key challenges for the future through additional steps.

The Government's key objectives are to:

## SUPPORTING STATEMENT

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- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
- meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
- increase diversion from landfill on non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
- secure investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
- obtain the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

The 2007 Strategy sets the following new targets for the management of household and municipal waste:

- to recycle or compost at least 40% of household waste by 2010 (up from 30% in Waste Strategy 2000);
- to recycle or compost at least 45% of household waste by 2015 (up from 33% in Waste Strategy 2000); and
- to recycle or compost at least 50% of household waste by 2020 (new target)

and

- to recover value from 53% of municipal waste by 2010 (up from 45% in waste Strategy 2000);
- to recover value from 67% of municipal waste by 2015 (unchanged from Waste Strategy 2000); and
- to recover value from 75% of municipal waste by 2015 (new target).

The Strategy also states that the Government:

- expects the levels of commercial and industrial waste that is landfilled to fall by 20% by 2010 (compared to 2004); and
- is considering a target to halve the amount of construction and demolition waste that is landfilled by 2012.

The key proposals for action are listed under the following headings:

- incentives;
- effective regulation;

## SUPPORTING STATEMENT

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- targeting action on materials, products and sectors;
- investment in infrastructure;
- local and regional governance; and
- culture change.

Although most of these proposals for action are linked to the planning system in one way or another, the most direct reference is made under 'investment in infrastructure' where the Government commits to 'ensuring that regional spatial strategies and local development plans conform to national planning guidance on waste so that the waste infrastructure projects needed to deliver this strategy receive planning approval, whilst promoting best practice in the way that local authorities consult stakeholders on their waste strategies.'

### *Planning Policy Statement 1 (and the Planning and Climate Change Supplement)*

Planning Policy Statement 1 – Delivering Sustainable Development was published in 2005. It establishes (at paragraph 13) that Government policy is based around, inter alia, the following key principles:

- ii) .... planning authorities should ensure that development plans contribute ... through policies which reduce energy use, reduce emissions .... Promote the development of renewable energy resources and take climate change impacts into account in the location and design of development;
- iv) Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact....;
- v) Development plans should also contain .... Inclusive access policies;
- vi) Community involvement is an essential element in developing sustainable development and creating sustainable and safe communities....

The Planning and Climate Change supplement to PPS 1 published in December 2007 meanwhile states (at paragraph 9) that the Government's key planning objectives are to deliver sustainable development and ensure that regional planning bodies and planning authorities prepare and manage the delivery of spatial strategies that include a full and appropriate response to climate change by:

- making a full contribution to delivering the Government's Climate Change Programme and energy policies;
- providing for the needs of communities in a manner which secures the highest viable resource and energy efficiency and reduction in emissions;

SUPPORTING STATEMENT

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- delivering patterns of growth that help secure the fullest possible use of sustainable transport;
- securing new development that is resilient to climate change;
- conserving and enhancing biodiversity;
- enabling communities to contribute to the tackling of climate change; and
- responding to the concerns of business in responding to climate change.

*Planning Policy Statement 10*

In July 2005 the ODPM published Planning Policy Statement 10: Planning for Sustainable Waste Management. This document sets the key planning objectives for regional planning bodies and planning authorities to be incorporated in the preparation and delivery of planning strategies in terms of sustainable development, the provision of waste management facilities, the national waste strategy, human health and the environment, the concerns of communities and the needs of business, sustainable waste management developments in the Green Belt and the design of new development.

The key aim of waste policy of moving waste management “up the waste hierarchy” (as set out in Waste Strategy 2000) is maintained. However the principles of “proximity” of waste disposal and “self-sufficiency” (as set out in the EU waste Framework Directive) have been re-formulated and are now set out as objectives to be delivered through the framework provided by development plans and strategies. The objectives are that communities should take more responsibilities for their own waste (self-sufficiency), and that waste should be disposed of in one of the nearest appropriate installations (proximity).

At paragraph 23 WPAs are advised to ensure that proposals made in applications for planning permission are consistent with the policies in this PPS during the interim period before development plans are updated to reflect the policies in this PPS and not to place requirements on applicants that are inconsistent.

When making decisions on individual planning applications, WPAs are advised to avoid duplication between planning and other regulatory regimes. At paragraph 24 WPAs are also advised to consider favourably applications for new or enhanced waste management facilities (where not identified or allocated in a development plan document), which are consistent with the policies in this PPS, and the WPAs core strategy. In the case of waste disposal facilities, applicants are advised of the need to demonstrate that the proposed facility will not undermine the waste planning strategy through prejudicing movement up the waste hierarchy.

### *Planning Policy Statement 23*

PPS 23, published in 2004, advises, inter alia, that:

- any consideration of the quality of land, air or water and potential impacts arising from development, possibly leading to impacts on health, is capable of being a material planning consideration, in so far as it arises or may arise from or may affect any land use;
- the planning system plays a key role in determining the location of development which may give rise to pollution, either directly or indirectly, and in ensuring that other uses and developments are not, as far as possible, affected by major existing or potential sources of pollution;
- the controls under the planning and pollution control regimes should compliment rather than duplicate each other;
- where pollution issues are likely to arise, intending developers should hold informal pre-application discussions with the LPA, the relevant pollution control authority and/or the environmental health departments of local authorities, and other authorities and stakeholders with a legitimate interest; and
- where it will save time and money, consideration should be given to submitting applications for planning permission and pollution control permits in parallel and co-ordinating their consideration by the relevant authorities.

In this case, it should be noted that the applicant has followed the advice in PPS 23 by holding pre-application discussions and by submitting the application for an EP in parallel to the planning application, so as to assist the consultation process, avoid duplication and delay and to better inform the decision making process.

## **7.4 Emerging Policy Documents**

### *RSS 11 Phase Two Revision*

When RSS 11 was published in June 2004 the Secretary of State suggested several issues that needed to be developed further. The revision process is being undertaken in three phases. As each phase/revision is completed, the policies and text will form part the Regional Spatial Strategy.

The Phase One Revision has been completed and was issued by the Secretary of State on 15 January 2008. The issues to be reviewed in Phase Two (which was launched in November 2005) include waste.

## SUPPORTING STATEMENT

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The following reports have been commissioned by the Regional Assembly to inform its development of spatial policy in relation to waste as part of the RSS Phase Two Revision:

- Waste Treatment Capacity Survey (Aug 2004);
- West Midlands Waste Facilities – Future Capacity Requirements (Nov 2004);
- Regional Waste Scenario Studies (Parts 1 & 2) (July 2005);
- Waste Residues Report (Jun 2006); and
- Future Landfill Capacity in the West Midlands (May 2007)

The draft Phase Two Revision was formally submitted to the Secretary of State on 21<sup>st</sup> December 2007. Baroness Andrews, Parliamentary Under Secretary of State, wrote to the Regional Assembly on 7 January 2008 to advise that she has asked the Government Office for the West Midlands (GOWM) to commission further work on the options for delivering higher housing numbers. The study is expected to be completed between July and October 2008. In view of this:

- the Regional Assembly has extended the consultation period to allow consultees an opportunity to comment on the study alongside the Phase Two Revision;
- the Examination in Public of the Phase Two Revision has now been deferred from mid 2008 to 2009; and
- although no date has been announced, it appears that final publication of the RSS Phase Two Revisions will not now take place until 2010.

All the policies in the Draft RSS Phase Two Revision have been reviewed in order to identify those of most relevance to this application. Policies W1 (Waste Strategy), W2 (Targets for Waste Management), W3 (The Need for Waste Management Facilities) and W5 (The Location of New Waste Management Facilities) are particularly relevant.

The analysis of the proposed development in relation to each of these policies presented at Appendix A, serves to confirm that the proposals meet the relevant aims.

### *Shropshire Minerals and Waste Local Development Framework and the Shropshire Unitary Council Local Development Framework*

Shropshire County Council intended to prepare a Minerals and Waste Local Development Framework ('MWLDF') to replace the 'saved' Waste Local Plan policies.

The Core Strategy and Mineral Resources Development Plan Documents (DPDs) (prepared following the consultation responses received on the 'Issues and Options' Discussion Document in July 2005 and the 'Preferred Options' Report in February

**SUPPORTING STATEMENT**

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2006) that were submitted to the Secretary of State in October 2006 to begin the examination process.

On 21 February 2007, an 'exploratory meeting' was held with the Planning Inspector appointed to carry out the examination. This meeting was called because, on preliminary reading of the DPDs, and having regard to the representations particularly of the Government Office for the West Midlands, the Inspector considered there were concerns about their soundness. The purpose of the meeting was to provide an opportunity to explore these concerns and to enable the Council to consider the risk it might have of the documents being found to be unsound if the examination continued.

As a result of advice received from the Planning Inspector at this meeting (as confirmed by letter dated 19 March 2008) both DPDs have now been withdrawn by the County Council.

As the Government has agreed to the merger of the county, borough and district councils in Shropshire (and the new unitary council will come into being on 1 April 2009), work on the MWLDF has been abandoned. Instead, the Shropshire Councils have agreed to develop a single core strategy (incorporating minerals and waste policies) for the new unitary council area.

On 9 April 2008 the Interim Executive approved a draft joint LDS for submission to GOWM. The Core Strategy is currently in preparation and an Issues and Options Consultation Draft is due to be published in December 2008. The examination and adoption of the Core Strategy meanwhile is currently expected to take place in 2010 and 2011.

It follows from the above account that the MWLDF is no longer relevant and that the Shropshire Unitary Local Development Framework has yet to progress to a point where it is a material consideration to which significant weight should be attached. Accordingly, no analysis of this Framework is included at Appendix A.

## 8 KEY POLICY ISSUES

### 8.1 Introduction

Current and emerging planning policies broadly require that any application of this kind should demonstrate that it will not give rise to significant adverse community, environmental and traffic related effects. The evidence presented in the ES that accompanies this application demonstrates that the proposed mitigation will minimise any such adverse effects to an acceptable degree.

In addition, planning policies establish a number of other requirements in relation to broader matters of principle:

- RPG 11 Policy WD2, JSP Policy P65 and Draft RSS 11 (Phase Two Revision) Policy W2 generally require the need for the proposed development to be established;
- RPG 11 Policy WD3 and JSP Policy P64 meanwhile generally require the case to be made that the proposed development will help to achieve the goal of more sustainable waste management; and
- WLP Policy 17 states that proposals to recover energy from waste will be permitted providing that certain tests are met.

Accordingly, the following assessment of the proposed development in terms of need, sustainable waste management and energy recovery is provided.

Although not directly relevant to the determination of this application, a discussion of WLP Policy 6 is also included, as it specifically refers to the Battlefield Enterprise Park site.

### 8.2 Need

Although PPS10 paragraph 22 advises WPAs that:

‘When proposals are consistent with an up-to-date development plan, waste planning authorities should not require applicants for new or enhanced waste management facilities to demonstrate a quantitative or market need for their proposals,’

an assessment of need is included here to demonstrate how the proposed EWF will play an important part in the network of new waste management facilities that are required to achieve the goals represented in waste hierarchy for Shropshire.

## SUPPORTING STATEMENT

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The most up to date information on the need to develop additional waste treatment capacity in Shropshire is to be found in:

- Draft RSS 11 Phase Two Revision (and the associated evidence base used to inform policy development);
- Shropshire Minerals and Waste Local Development Framework Annual Monitoring Report 2006/07.

### *Draft RSS 11 Phase Two Revision*

At paragraph 8.84 of the draft RSS 11 Phase Two Revision it is confirmed that the Region intends to play its part in delivering the waste management targets set out in the Waste Strategy for England 2007 (see Section 7.3 above). The minimum landfill diversion targets for each WPA set out in Tables 5 and 6 of that document are intended to provide the basis for the minimum provision to be made in LDDs for new waste management facilities.

Shropshire is required to plan for the development of non - landfill facilities with an annual capacity to handle 109,000 tonnes of municipal waste and 241,000 tonnes of commercial and industrial waste by 2010/11 (rising to 217,000 tonnes and 410,000 tonnes respectively by 2025/26).

Table 7 of the draft RSS 11 Phase Two Revision presents an analysis of the requirement for additional recycling/composting and recovery facilities in the Region for all waste streams and on the basis of various assumptions about such matters as landfill diversion and the contribution to be made by existing and consented (i.e. yet to be developed) facilities. The analysis is based on a report entitled 'Waste Treatment Facilities and Capacity Survey' published by the West Midlands Regional Assembly (WMRA) in May 2007. The report indicates (at Section 4.3) that a shortfall (or 'treatment gap') of between 150,000 and 410,000 tonnes per annum will still remain in Shropshire by 2025/26.

In an earlier report published by the WMRA in November 2004 (entitled West Midlands Treatment Facilities capacity Study Phase 2 : Future Capacity Requirements) the indicative annual throughput capacity required to recycle and recover municipal waste in Shropshire by 2015 was estimated (in Table A6.1 of that document) to be 76,000 tonnes and 101,000 tonnes respectively. The equivalent figure for the recycling and recovery of commercial and industrial waste was given as 226,000 tonnes.

### *Annual Monitoring Report*

At Table 5.12 of the Shropshire Minerals and Waste Local Development Framework Annual Monitoring Report (AMR) it is confirmed that the available recycling and recovery capacity (i.e. the capacity existing in 2005 plus the capacity granted planning permission in 2006/07) amounted to:

## SUPPORTING STATEMENT

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- 97,000 tonnes per annum for municipal waste; and
- 206,000 tonnes per annum for commercial waste.

When compared to the minimum diversion figures that now appear as Tables 5 and 6 in the draft RSS11 Phase Two Revisions, the AMR concludes that that whilst the available recycling and recovery capacity in Shropshire exceeds the current target, a significant capacity gap remains to be filled in the period up to 2025/26.

Discussions with Shropshire County Council officers have confirmed that the excess short term capacity is primarily due to early investment in the facilities that will be required to meet the longer term targets and that it should not be taken to mean that the need for a substantial increase in treatment capacity is appreciably diminished over the period to 2025.

It is also important in this context to note that the targets for the provision of additional waste treatment capacity are expressed as minimums.

At paragraph 5.35, the AMR identifies '*facilitating the availability of enough waste management capacity to manage a quantity of waste equivalent to that generated in Shropshire and in particular, to address current shortages in the availability of facilities to divert commercial and industrial waste away from landfill*' as one of the key issues and challenges.

### *Conclusions*

On the basis of the above information, Shropshire is required to plan for the development of non-landfill waste management with capacity to handle 109,000 tonnes of municipal waste by 2010/11 – rising to 217,000 tonnes per annum by 2025/26.

As current (2005) 'available capacity' is only 97,000 per annum (and this substantially comprises recycling and composting facilities), it follows that there is a clear and demonstrable need for:

- significant additional non-landfill municipal waste management capacity; and
- facilities to treat and/or recover municipal waste,

in Shropshire.

The evidence of the need for additional non-landfill capacity to recycle and recover commercial and industrial waste in the County meanwhile is even more compelling.

### 8.3 Sustainable Waste Management

As stated above, RPG 11 Policy WD3 and JSP Policy P64 generally requires the case to be made that the proposed development will help to achieve the goal of more sustainable waste management. The first of these policies requires proposals to achieve this goal by (where possible) being consistent with the principles of Best Practicable Environmental Option (BPEO) whereas the second does so by requiring proposals to contribute to the targets for waste minimisation and recovery.

#### *BPEO*

Since publication of RPG 11 in 2004, the role of the BPEO process in decision-making has been reviewed in PPS 10. It is now Government policy that the tenets that underlie BPEO will be delivered in spatial planning through plan-led strategies that drive waste management up the waste hierarchy. It follows that the former requirement for individual applicants to demonstrate that their scheme constitutes BPEO in PPG 10 is replaced by one which obliges applicants to demonstrate compliance with the development plan or (if more recent) the aims of PPS 10.

Paragraph 24 of PPS 10 states that planning applications for sites that have not been identified, or are not located in an area identified, in a development plan document as suitable for new or enhanced waste management facilities should be considered favourably when consistent with: i) the policies of this PPS including the criteria set out in paragraph 21 and ii) the waste planning authority's core strategy.

Paragraph 21 states that in deciding which sites and areas to identify for waste management facilities, waste planning authorities should assess their suitability against each of the following criteria i) the extent to which they support the policies in this PPS, ii) the physical and environmental constraints on development, including existing and proposed neighbouring uses (see Annex E), iii) the cumulative effect of previous waste disposal facilities on the well being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential, iv) the capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use other than road transport; and give priority to the re-use of previously developed land and redundant agricultural and forestry buildings and their curtilages.

In Shropshire such plan led strategies will form part of the waste DPDs that will form part of the Shropshire Unitary Plan. As this Development Framework is a long way from reaching the adoption stages, the following guidance provided at paragraph 5 of PPS 10 applies:

*'Waste planning authorities should adhere to the following principles when determining planning applications.....in considering planning applications for waste management facilities before development plans can be reviewed to reflect this PPS, have regard to the policies in this PPS as material considerations which may supersede the policies in their development plan.'*

## SUPPORTING STATEMENT

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As the evidence presented:

- in Section 3 above demonstrate compliance with the most relevant key planning objectives set out in PPS 10;
- in Section 8 and Appendix A below and the ES that accompanies this application demonstrate compliance with the criteria set out in paragraph 21 of PPS 10;
- the proposed Site is allocated for the development of new waste management facilities; and
- the proposed Site has been selected following a thorough and comprehensive assessment of alternatives that builds on the site selection work undertaken by Shropshire County Council during the preparation of the WLP,

it is clear that the proposals satisfy the tests that are to be applied in place of BPEO, as stipulated in PPS 10.

### *Targets*

The key targets to be achieved in reaching the goal of more sustainable waste management in Shropshire are discussed at Sections 3 and 7.2 above. It is clear, for the reasons given in these sections, that the proposed EWF plant will make a very significant contribution to the target for waste recovery.

### *Conclusions*

In accordance with RPG 11 Policy WD3 and JSP Policy P64, the proposed development will help to achieve the goal of more sustainable waste management.

## **8.4 Energy Recovery**

The proposed development involves the production of energy from waste. It follows that if it is to accord with WLP Policy 17, the following tests must be satisfied:

- the site must be in an appropriate location;
- the proposal must form an essential part of a sustainable waste management system for Shropshire;
- the proposal must not undermine the provision of waste management facilities further up the waste hierarchy; and
- the proposal must comply with other relevant policies in the development plan.

### *Appropriate Location*

The proposed Site is within an area which:

- is allocated for the development of new waste management facilities in the WLP;
- is allocated for the development of Class B employment and similar uses in the Shrewsbury & Atcham Local Plan; and
- was included in the master plan for the phased development of an integrated waste management facility at the Battlefield Enterprise Park submitted in conjunction with the application for planning permission to develop Phase 1 (approved by Shropshire County Council in November 2003) – see Section 4.3 above.

The proposed Site has also been selected following a comprehensive and thorough assessment of alternatives which incorporated and extended the waste transfer and recovery site selection work carried out by Shropshire County Council when preparing the WLP (see ES Appendix B).

It follows that the proposed Site is clearly an 'appropriate location' within the meaning ascribed in WLP Policy 17 – a conclusion that is substantiated by the assessments of alternative technologies and environmental issues in the ES that accompanies this application for planning permission..

### *Sustainable Waste System*

At Section 3 above details are provided of:

- the municipal waste management facilities and system that applied in Shropshire before the commencement of the contract awarded to VESS by the SWP in October 2007;
- the facilities being provided by VESS;
- the levels of recycling, composting and landfill diversion achieved in the recent past, the equivalent targets to be achieved by VESS under the terms of its contract; and
- past and future performance relative to the targets for the more sustainable management of municipal waste that apply in Shropshire.

This evidence clearly demonstrates that the development proposed in this application forms an essential part of a sustainable waste management system for Shropshire.

### *Waste Hierarchy*

At Section 3 above details are provided of:

- the capacity of the proposed EWF plant;
- the tonnage of municipal waste arisings in 2006/07 and the proportions that were recycled, composted and disposed of at landfill; and
- the tonnages of municipal waste arisings expected during the VESS contract period and the targets to be achieved by the Company in terms of recycling, composting, treatment and disposal.

This evidence clearly demonstrates that the development proposed in this application has been sized so as to handle the residual waste arising following recycling and composting initiatives and the development of new infrastructure to meet target provisions. As such it will not undermine the provision of waste management facilities further up the waste hierarchy. Furthermore, its design is such that even if MSW recycling and composting targets were to be exceeded beyond the levels proposed (or waste arisings were to fall below those predicted), the plant is capable of recovering energy from commercial and industrial wastes of similar composition, thereby beneficially increasing landfill diversion rates for other waste producers.

### *Development Plan*

The assessment of the proposed development accords in terms of the development plan policies which are particularly relevant in this case, as set out in Appendix A and the discussion of key planning principles elsewhere in this section, all serves to demonstrate that the proposals accord with the aims as set out in each of those policies.

### *Conclusions*

For the reasons set out above, it can be seen that the proposed development:

- is in an appropriate location;
- forms an essential part of a sustainable waste management system for Shropshire;
- will not undermine the provision of waste management facilities further up the waste hierarchy; and
- complies with other relevant policies in the development plan.

The proposed development can be considered small scale (in relative terms) and satisfies the specific tests that apply to facilities for the recovery of energy. Accordingly, the presumption in favour of the grant of planning permission established in WLP Policy 17 should apply in this case.

## 8.5 Waste Local Plan Policy 6

Two of the statements included in the WLP which are not discussed elsewhere in this statement are:

- the exclusion of 'mass burn incineration' from the potential facilities to be permitted at the sites listed in WLP Policy 6 Schedule 1 (which include the application Site) and the equivalent exclusion that appears in the description of potential uses referenced in Site Profile SA1 (Battlefield) at WLP Appendix 1; and
- the reference to 'small scale energy recovery' in the same Schedule.

### *Small Scale Energy Recovery*

The proposed scheme will involve the development of an EWF with capacity to treat a nominal 90,000 tonnes of residual waste per annum (assuming an average 85% availability over the life of the plant). When compared to other EWFs which have recently been developed or permitted elsewhere in the UK (see Table 8.1 below) it is clear that the facility proposed can reasonably be considered as an example of a 'small scale energy recovery.'

### *Mass Burn Exclusion*

This exclusion was included to reflect the stance taken in the Shropshire Municipal Waste Management Strategy (2000 - 2020) (SMWMS) at the time the WLP was in its final stages of preparation in 2004. At that time the view was expressed in the SMWMS that the conventional scale of Energy from Waste plants was too large for Shropshire's needs and that alternative thermal technologies were becoming available at a smaller scale.

Dialogue with County Council officers during the preparation of this application has indicated that:

- the WLP is intended to be site and not process specific (as stated by the County Council at the WLP Public Inquiry and as recorded by the Inspector at Section 2.117 of his report);

SUPPORTING STATEMENT

- the type of facility to be developed at the Schedule 1 sites (as referred to in WLP Policy 6 and the accompanying site profiles) are intended to provide an illustrative description of potential uses only; and
- the WLP intends to provide flexibility if required by developers to respond to the overall aims of the plan in the way that is the most appropriate at the time of making any application for planning permission.

**Table 8.1: Capacities of Selected EWFs Recently Developed or Approved Elsewhere in the UK**

EWF	Operator or Applicant	Capacity (thousands of tonnes per annum)
Four Ashes, nr Wolverhampton	Staffordshire CC	300
Colnbrook, Slough	Grundon	400
Isle of Man	SITA	60
Belvedere, Bexley, London	Cory	585
Marchwood, Southampton	Veolia	165
Portsmouth	Veolia	165
Chineham, Basingstoke	Veolia	90
Rufford, Nottinghamshire	Veolia	180
Newhaven	Veolia	210

This explanation of the intention that lies behind the type of facilities to be permitted at the sites listed in WLP Policy 6 Schedule 1 (and the description of potential uses included in Site Profile SA1 (Battlefield) at WLP Appendix 1) demonstrates that no particular weight should be attached to these statements. This is confirmed as the proper interpretation at paragraph 6.45 of the WLP – which states that:

‘No one waste management process can deliver the objectives of this Plan. There are a range of technologies that could meet the needs of the Plan area and these are constantly evolving. PPS 10 recognises this when it states that WPA should avoid being too prescriptive in terms of the type (and as a consequence the scale) of waste management facility that may be developed. In order to make provision for a range of waste recovery facilities, the Plan is *Site Specific* rather than *Process Specific* in order to provide flexibility for the waste industry to bring forward new facilities and to encourage innovative waste management technologies.’

In addition to the above, it should be noted that:

- the forms of thermal treatment referred to in WLP Site Profile SA1 (Battlefield) at WLP Appendix 1 have been evaluated in the assessment of alternative technologies included at Appendix B in the ES and that all have been rejected as non-viable in the Shropshire context – in favour of a ‘state of the art’ Energy from Waste solution; and
- the municipal waste to be treated at the proposed EWF is made up of the ‘residual waste’ that remains after dry recyclables and food waste have been segregated through the kerbside collection system (see Section 3.3 above for further details of the new integrated waste management service introduced by VESS in Shropshire) and shredded residual HWRC waste. It follows that the proposed EWF is an integral part of a system designed to achieve high levels of recycling and composting and, as such, it is far removed from a ‘100% incineration’ approach that is represented by the term ‘mass burn’

#### *Further Point*

On a related point, it should also be noted that the boundary of this application encompasses a wider area than that shown on the plan included in Site Profile SA1 (Battlefield) at WLP Appendix 1. This is largely because the application boundary has been drawn, for convenience and practicality, to i) follow the established western boundary of the existing Phase 1 development (to facilitate the extension to the existing HRC) and ii) include the area to be landscaped within the floodplain. The EWF footprint is however closely coincident with the area shown on the plan included in Site Profile SA1 (Battlefield) at WLP Appendix 1. It follows from this that the differences in boundaries are not material within the context of WLP Policy 6.

#### *Conclusions*

The proposed EWF can reasonably be considered as an example of a ‘small scale energy recovery’ facility.

The exclusion of ‘mass burn incineration’ from the type of facilities to be permitted at the sites listed in WLP Policy 6 Schedule 1 (which include the application Site) and the equivalent exclusion that appears in the description of potential uses included in Site Profile SA1 (Battlefield) at WLP Appendix 1 are both matters which need to be considered in the context of the intention behind these statements - as explained by the Planning Officer and as made clear at paragraph 6.45 of the WLP.

In this context, and given that the proposal forms part of an integrated waste management strategy and is designed to thermally treat residual waste, it is clear that no particular weight should be attached to these statements and that this application is more properly to be determined by giving full weight to WLP 17 and the other relevant policies discussed elsewhere in this Supporting Statement.

**SUPPORTING STATEMENT**

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The differences between the application boundary and that shown on the plan included in Site Profile SA1 (Battlefield) at WLP Appendix 1 is not material within the context of WLP Policy 6.

## 9 SITE SPECIFIC CONSIDERATIONS

### 9.1 Introduction

The ES that accompanies this application provides a series of detailed assessments in relation to the key community, environmental and traffic related matters of relevance to the development proposed in this application.

The site profile for Site SA1 included in Appendix 1 of the Waste Local Plan, confirms that the area to be developed is:

- Grade 3 Agricultural Land;
- located over a major aquifer (Source Protection Zone III); and
- partially within a floodplain (based on a 1 in 100 year return period).

### 9.2 Agricultural Land

The effect of the proposed development will result in the loss of land which was last in agricultural use in 2004. The acceptability of this change has been tested through the process of preparing the Shropshire Waste Local Plan and the Shrewsbury and Atcham Borough Local Plan – both of which allocate the land for alternative uses. It follows that the principle of changing the use of this land from agricultural use has already been decided.

### 9.3 Aquifer

The effect of the proposed development on the underlying aquifer is assessed in Chapter 12 and Appendix I of the ES that accompanies this application for planning permission.

### 9.4 Floodplain

The effect of the proposed development in terms of flood risk is assessed in Chapter 12 and Appendix I of the ES that accompanies this application for planning permission.



## GLOSSARY

## GLOSSARY OF TERMS & ACRONYMS

<b>AMR</b>	Annual Monitoring Report
<b>AONB</b>	Area of Outstanding Natural Beauty
<b>Aquifer</b>	A water-bearing stratum situated below ground level. The water contained in an aquifer is known as groundwater
<b>BPEO</b>	Best Practicable Environmental Option - the outcome of a systematic consultative and decision-making procedure, which emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefit or the least damage to the environment as a whole, at acceptable cost, in the long-term as well as short term. (Royal Commission on Environmental Pollution Twelfth Report). Now supersede by SEA/SA.
<b>Biodegradable Waste</b>	Waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard
<b>Biodiversity</b>	The variety of life forms, the different plants animals and microorganisms, the genes they contain and the eco-systems they form. It is usually considered at three levels: genetic diversity, species diversity and ecosystem diversity
<b>BMW</b>	Biodegradable Municipal Waste
<b>Bottom Ash</b>	Also known as clinker, the principal residual material produced from an EWF plant.

<b>BREEAM</b>	Building Research Establishment's Environmental Assessment Method for buildings.
<b>C&amp;I</b>	Commercial and Industrial Waste
<b>CHP</b>	Combined Heat and Power - the combined production of heat (usually in the form of steam) and power (usually in the form of electricity). In waste-fired facilities, the heat would normally be used as hot water to serve a district-heating scheme.
<b>Commercial Waste</b>	Waste from premises used wholly or mainly for the purposes of a trade or business for sport, recreation or entertainment (Section 75(7) of the Environmental Protection Act 1990).
<b>Composting</b>	The degradation of organic wastes in the presence of oxygen to produce fertiliser or soil conditioner. This can either be an enclosed process (in vessel) or operated as an open windrow process.
<b>COPC</b>	Compounds of Potential Concern
<b>Construction and Demolition Waste</b>	Waste arising from actual construction, demolition and maintenance of buildings and roads, typically consisting of soil and other inert material.
<b>Contaminated Land</b>	"...any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land that: a. significant harm is being caused or there is significant possibility of such harm being caused; or b. pollution of controlled waters is being, or is likely to be, caused", from Section 78 A (2) of the Environmental Protection Act 1990.

<b>Defra</b>	The Department for the Environment, Food and Rural Affairs. UK Government department with responsibilities for EIA of uncultivated land and semi-natural areas in England and Wales
<b>Department of Communities and Local Government</b>	UK Government department with responsibility's for the administration of the Town and Country Planning regime in England and Wales
<b>Design and Access Statement</b>	Statement prepared in accordance with Section 42 of the Planning and Compulsory Purchase Act 2004.
<b>Detention Basin</b>	A storm water management facility that is designed to protect against flooding by storing water for a limited period of a time. These basins are also called "dry ponds", "holding ponds" or "dry detention basins" if no permanent pool of water exists.
<b>Development Plan</b>	Statutory plans produced by local planning authorities to guide land use development. It generally comprises structure plans (providing strategic policy framework) and local plans (more information about detailed land use proposals).
<b>DH</b>	District Heating - the use of hot water produced from energy production facilities to heat or cool adjacent properties by pumping through a local pipe network.
<b>Disposal</b>	<p>The final stage of managing waste, preferably in a controlled and sustainable manner. The most common technique being landfill.</p> <p>NB The term "disposal" used in this application is <u>not</u> as defined in Directive 2008/98/EC, unless explicitly referenced as such.</p>
<b>Drainage</b>	The rapidity and extent of the removal of water from the soil by surface run off and by down-draw flow through the soil. Also, the natural

and artificial means for improving this removal by a system of surface and subsurface conduits.

**Dust**

Generic term used to describe larger non-respirable airborne particulates (typically those which are deposited rapidly and associated with soiling/marketing of property, cars, vegetation etc.)

**EA**

Environment Agency.

**Effect**

The likely consequence of the project impacts on environmental receptors and resources.

**EIA**

Environmental Impact Assessment - a process by which information about the likely environmental effects of certain projects is collected, assessed and taken into account both by the applicant, as part of the project design, and by the decision making body in deciding whether permission should be granted.

**EIA Regulations**

Collective name for the various statutory instruments through which the EC Council Directive on Environmental Assessment (Directive 85/337/EEC) as amended by Directive 97/11/EC) was implemented

**Energy Recovery**

A waste treatment process involving the combustion of waste, also termed Energy from Waste Facility. The resulting heat is used to make steam from which electricity is generated and fed into the National Grid. It is also possible to provide District Heating. Significant emission control equipment is provided at such facilities to control pollution.

**Environmental Impact**

An alteration, positive or negative, to some aspect of the environment occurring as a result of a development.

**EIA**

Environmental Impact assessment - the systematic, reproducible and interdisciplinary

identification, prediction and evaluation, mitigation and management of impacts from a proposed development and its reasonable alternatives. Sometimes known as environmental assessment.

**ES**

Environmental Statement – the document in which the results of an EIA are presented to decision-makers and the public.

**EWF**

Energy from Waste Facility. A type of thermal treatment process providing added benefits by recovering the heat released from the combustion of the waste and using it to generate electricity and/or to provide steam or hot water.

**Green waste**

Vegetation and plant waste from household gardens and public parks and gardens

**HGV**

Heavy Goods Vehicle - includes all rigid and articulated vehicles over 5 tonnes gross vehicle weight, with two or more axles. Includes tractors (without trailers), road rollers, box vans, and similar large vans. DTLR: 'Transport Statistics'. GB, 2001.

**Household Waste**

Waste from domestic premises, caravans, residential homes, educational establishments or premises forming a part of a hospital or nursing homes (Section 75 (5) of the Environmental Protection Act 1990). This includes all waste arising within a Waste Collection Authority, collected waste, waste delivered to Civic Amenity Sites, and waste brought to recycling centres.

**HRC**

Household Recycling Centre. Site utilised for the disposal of recyclable material and household bulk items requiring disposal.

**Impacts**

Change in the baseline attributable to the implementation of the proposals

<b>Incineration</b>	Chemical oxidation at high temperatures where organic material is converted into heat energy, flue gas or ash.
<b>Industrial Waste</b>	Waste from any factory, or premises used for the provision of public transport, public utility or postal services (Section 75(6) of the Environmental Protection Act 1990).
<b>Inert material</b>	Material having limited ability to react chemically; unreactive.
<b>ISO14001</b>	The International Standard Organisation's environmental management system specification
<b>IWMF</b>	Integrated Waste Management Facility (at Battlefield comprising a WTS and an HRC).
<b>IWMS</b>	Integrated Waste Management Strategy
<b>JSP</b>	Shropshire and Telford & Wrekin Joint Structure Plan
<b>LATS</b>	Landfill Allowance Trading Scheme - in order to ensure that the UK meets its obligations under the Landfill Directive, the Waste and Emissions Trading Act (WET Act) requires an allowance to be set for the tonnage of biodegradable municipal waste that can be land filled in the UK. This allowance scheme is called the Landfill Allowance Trading Scheme. Landfill allowances are allocated to each authority to enable England to meet its targets. These allowances set out limits on the tonnage of biodegradable municipal waste that local authorities can send to landfill and the allowances can be banked, borrowed or traded.

<b>Landfill Tax</b>	Fiscal tool introduced to discourage landfill and encourage waste avoidance and re-use and more sustainable forms of waste management.
<b>LF</b>	Landfill
<b>Local Plan</b>	A statutory document produced by Local Planning Authorities in the UK, consisting of a statement setting out the land use zoning policy for a sub-area within a local authority territory and the programming of the sequence of sites to be developed over a given timescale.
<b>MW</b>	Megawatt - a unit of electric power that equals 1,000,000 watts
<b>MRF</b>	Materials Recovery Facility - facility for the separation and segregation of recoverable materials from materials already segregated from MSW. Sometimes referred to as Materials Recycling Facility.
<b>MSW</b>	Municipal solid waste (MSW): household waste and any commercial or industrial waste collected by the Waste Collection Authority or its agents. It includes collected household waste, street cleaning and litter, bulky household and civic amenity waste, commercial and industrial waste collected by or on behalf of the authority under Section 45 of the Environmental Protection Act 1990, waste from council premises, parks and gardens waste, beach cleaning waste and fly-tipping clearance.
<b>Municipal waste</b>	Waste, including household, commercial, fly-tipping, street sweeping and any other that is controlled by the local authority. See MSW
<b>MW</b>	Megawatt – a unit of electric power that equals 1,000,000 watts.

<b>MWLDF</b>	Minerals and Waste Local Development Framework
<b>MWth</b>	Megawatt thermal
<b>PPG</b>	Planning Policy Guidance Note.
<b>PPS</b>	Planning Policy Statement.
<b>Proximity principle</b>	Suggests that waste should generally be managed as near to its place of production as possible.
<b>RCV</b>	Refuse collection vehicle.
<b>RDF</b>	Refuse derived fuel – output from MBT process
<b>Recovery</b>	<p>In waste management this may include the recovery of materials from a waste stream or energy (heat or electricity) that is derived from combusted waste material.</p> <p>NB The term “recovery” used in this application is <u>not</u> as defined in Directive 2008/98/EC, unless explicitly referenced as such.</p>
<b>Registered Historic Battlefield</b>	The English Heritage Register of Historic Battlefields identifies forty-three important English Battlefields. A registered battlefield is an area of historic significance where important battles took place. Where they survive, these landscapes can provide important topographical and archaeological evidence to increase our understanding of momentous events. The Register is not a statutory constraint.
<b>Residual Waste</b>	Residual wastes are those remaining following extraction of materials for reuse or recycling either at source by householders (as part of separate kerbside collections organised by the

	Waste Collection Authorities), or following segregation or treatment at other facilities.
<b>RPG</b>	Regional Planning Guidance
<b>RSS</b>	Regional Spatial Strategy
<b>SABC</b>	Shrewsbury and Atcham Borough Council
<b>S&amp;ALP</b>	Shrewsbury & Atcham Local Plan
<b>SAM</b>	Scheduled Ancient Monument.
<b>SCI</b>	Statement of Community Involvement.
<b>Scoping</b>	An early stage in the EIA process where the significance of environmental issues and the scope of the environmental studies are determined.
<b>Shropshire</b>	The area administered by Shropshire County Council. Not equivalent to the historic county of Shropshire as it excludes the Unitary Authority of Telford and Wrekin.
<b>Shropshire Waste Partnership</b>	The body responsible for collecting and disposing of household waste on behalf of the Local Authorities in Shropshire (i.e. excluding Telford & Wrekin Council).
<b>SMWMS</b>	Shropshire Municipal Waste Management Strategy
<b>SWMA</b>	Strategic Waste Management Assessment – these are waste-related studies undertaken by the Environment Agency to estimate the likely waste arisings in a region and subsequent waste infrastructure needed for waste treatment.

<b>SWMP</b>	Site Waste Management Plan.
<b>SWP</b>	Shropshire Waste Partnership.
<b>SUDs</b>	Sustainable urban Drainage Systems – measures to control surface water run-off at the source.
<b>Supporting Statement</b>	A document that forms part of a planning application.
<b>Thermal Treatment</b>	Thermal treatment plants, including incinerators, are designed to burn waste under controlled conditions and at high temperatures. Energy from Waste Facilities (EWFs) provide added benefits by recovering the heat released from the combustion of the waste and using it to generate electricity and/or to provide steam or hot water.
<b>Town and Country Planning (Environmental Impact Assessment (England and Wales) Regulations 1999</b>	These Regulations implement, in England and Wales, Council Directive 85/337/EEC on the assessment of the effects of certain public and private projects on the environment, amended by the new Towns and Country Planning Regulations 2000 (SI 2000/2867).
<b>Unitary Authority</b>	A type of local authority that has a single tier and is responsible for the majority or all local government functions within its area. Typically has the responsibilities of both the Waste Disposal and Waste Collection Authority and can determine planning applications relating to waste.
<b>UKAS</b>	United Kingdom Accreditation Service
<b>Veolia</b>	Veolia Environmental Services Group
<b>VESS</b>	Veolia ES Shropshire Ltd.

SUPPORTING STATEMENT

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<b>Waste</b>	Any substance or object the producer or person in possession of it discards, or intends, or is required to discard.
<b>Waste hierarchy</b>	Principle that waste is handled through a series of sequential proposals starting with avoidance, through minimisation, recovery and reuse, recycling, pre-treatment with energy recovery, pre-treatment without energy recovery and ending with final disposal.
<b>WDA</b>	Waste Disposal Authority
<b>WLP</b>	Shropshire Waste Local Plan.
<b>WMRA</b>	West Midlands Regional Assembly
<b>WTS</b>	Waste Transfer Station – a facility where bulking operations of residual waste are undertaken prior to transportation to final destination.

## FIGURES

A comprehensive set of figures detailing the proposed development is included in the ES and NTS that accompanies the application for planning permission. Accordingly, to avoid unnecessary duplication, the following figures only are included in this Supporting Statement:

### Figures

Figure 3.1: Site Location

Figure 3.3: Existing Site (showing the application boundary and extent of land in which the applicant has an interest).

The following Figures and Drawings included in the ES also form part of this application for planning permission:

### Figures

Figure 3.2: Site Context

Figure 4.1: Indicative Landscape Masterplan

Figure 4.2: Cross Sections

Figure 4.6: Construction Layout

### Drawings

101-0 Site Plan

102-0 Existing Site & HRC-WTS Facility

110-0 Proposed Layout

112-0 Circulation Plan

113-0 General Internal Arrangement

114-0 HRC Extension

115-0 Office-Welfare Arrangement

120-0 South Elevation & Section AA

121-0 North Elevation & Section BB

122-0 West Elevation & Section CC

123-0 East Elevation & Section DD

130-0 Gatehouse