

# Merthyr Tydfil County Borough Council Local Development Plan (2016 – 2031)

## BACKGROUND PAPER **Waste Planning**

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## 1.0 Introduction

- 1.1 Merthyr Tydfil County Borough Council, as a Local Planning Authority (LPA), is required to ensure the sustainable management of the County Borough's waste in accordance with the waste hierarchy, set in national policy, and other key Welsh Government strategies.
- 1.2 In particular, the need for waste facilities will be informed by Welsh Government's waste management goals set out in 'Towards Zero Waste – One Wales: One Planet' (June 2010) – the overarching waste strategy document for Wales – and the Collections, Infrastructure and Market (CIM) Sector Plan (July 2012).
- 1.3 The Council's long-term waste management business plan sets out the vision, objectives, and activities for waste management up to 2025. It continues the work of the Waste Management Collaboration Project to create a greater opportunity for recycling household waste. There are no identified land requirements for new household waste recycling centres during the replacement Plan period.
- 1.4 With regards to residual waste, the Council, as part of the Tomorrow's Valley consortium of local authorities, has signed for a period of 25 years from the 1st April 2016 to treat residual waste at the Viridor Trident Park energy from waste facility in Cardiff.
- 1.5 The latest Waste Planning Monitoring Report for South East Wales (2016) concludes there is no further need for landfill capacity within the South-East Wales region and that proposals for further residual waste treatment should be carefully assessed to ensure that the facility would not result in overprovision.
- 1.6 Consequently, the replacement Local Development Plan (LDP) contains a policy framework that addresses the requirements of Planning Policy Wales and Technical Advice Note 21: Waste. Policy EcW14: Waste Facilities sets out how proposals for new waste management facilities, that may be required over the plan period, would be considered and identifies four existing industrial estates as preferred areas of search for new waste management facilities.
- 1.7 The purpose of this background paper is to provide justification for the identified areas of search at: Pengarnddu Industrial Estate, Pant Industrial Estate, Goatmill Road, Merthyr Tydfil Industrial Park and land to the east of the A4060 at Ffos-y-fran.

## 2.0 National Policy

- 2.1 Planning Policy Wales – November 2016 (PPW) identifies that the land use planning system has an important role to play in facilitating sustainable waste management. The planning system can provide a framework for decision making which recognises the social, economic and environmental benefits that can be realised from the management of waste as a resource to meet the needs of society and businesses, whilst at the same time:
- minimising adverse environmental impacts and avoiding risks to human health;
  - protecting areas of designated landscape and nature conservation from inappropriate development; and
  - protecting the amenity of residents, of other land uses and users affected by existing or proposed waste management facilities.
- 2.2 PPW advises that development plans should demonstrate how national waste policy, and in particular the CIM Sector Plan, along with any updated position adopted in the waste planning monitoring reports have been taken into account (paragraph 12.6.1).
- 2.3 The identification of suitable locations for such development should be considered as part of plan preparation, recognising that the most appropriate locations will be those with the least adverse impact on the local population and the environment and with the best potential to contribute to a broad infrastructure framework (paragraph 12.6.2).
- 2.4 Further advice on addressing waste issues through development plans is contained in TAN 21: Waste. Whilst there is currently sufficient capacity in the region, as identified in the latest Regional Waste Monitoring Report, the Replacement LDP includes Policy EcW14: Waste Facilities to assess any applications that might come forward where these are necessary to support the development of a sustainable network of waste management facilities. This identifies a number of preferred areas of search for such facilities.
- 2.5 In respect of new in-building waste management facilities, TAN 21 advises that advances in technology and the introduction of new legislation, policies and practices mean that many modern in-building facilities externally appear similar to any other industrial building and internally contain industrial processes or energy generation that may be no different to other modern industrial activities in terms of their operation or impact. For this reason, many general employment sites and major industrial areas are likely to be suitable locations for waste facilities but this will depend on a variety of local factors, including the nature of existing users and the strategy adopted for particular employment sites (paragraph 12.5.2).

- 2.6 With regards to the location of new waste management facilities, TAN21 (paragraphs 3.26 and 3.27) advise that the suitability of locations should be considered within the context of the aims of Towards Zero Waste and the Collections, Infrastructure and Markets Sector Plan and will be influenced by various factors. In general, the most appropriate locations will be those with the least adverse impacts on the local population and the environment, and with the best potential contribution to a broad infrastructure framework. Particular care should be taken to avoid locations where new or extended waste facilities may be incompatible with existing land-uses.
- 2.7 New facilities might be located, if appropriate, within or adjacent to:
- industrial areas, especially those containing heavy or specialised industrial uses;
  - active or worked out quarries (depending on restoration and aftercare proposals);
  - degraded, contaminated or derelict land - well-located, planned, designed and operated waste management facilities may provide good opportunities for remediating and enhancing sites which are damaged or otherwise of poor quality, by bringing derelict or degraded land back into productive use;
  - existing or redundant sites or buildings - which could be used, or adapted, to house materials recycling facilities, or composting operations;
  - sites previously or currently occupied by other types of waste management facilities;
  - sites where the nature of existing and proposed neighbouring land uses facilitates the location of waste management infrastructure and there are opportunities for co-locating waste management/resource recovery/reprocessing/re-manufacturing facilities to form environmental technology clusters;
  - on farms where the output can be used on the farm.

And/or where:-

- site infrastructure (including electricity grid connections for energy from waste facilities) is present;
- there are existing or proposed transport infrastructure links – including opportunities for integrated multi-modal road, train, canal or onward sea connections;
- there is a need for sites for smaller-scale community based reuse and recycling activities;
- there are existing planning permissions/environmental permits;
- the cumulative effect of waste management facilities and other development on sensitive environmental receptors is acceptable;
- the cumulative effect of waste management facilities and other development on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential is acceptable.

2.8 Section 3 contains tables that summarise the consideration of the suitability of these areas for new in-building waste management facilities. Where relevant this includes reference to the locational considerations identified in national policy listed in this paper.

### 3.0 Preferred Areas of Search for New Waste Management Facilities

<b>Area of Search: EcW14.1 Pengarnddu Industrial Estate</b>	
Protected / Allocated Uses	B1, B2, B8 employment uses under Policy EcW2
Site description and existing land uses	This site is identified as an existing industrial estate in the LDP. Pengarnddu is a modern industrial estate, prominently located off the A465 Heads of the Valleys road, to the rear of a retail park. The site houses two large employers, Tenneco and St Merryn Meats, plus a group of waste recycling, energy from waste and construction companies in the north and east.
Site size / capacity (viable site size above 3ha)	The existing employment site area is 26.63 hectares which contains areas of undeveloped/underused land.
Compatibility with existing uses / employment strategy	The latest Employment Land Review has considered compatibility with existing industrial uses and employment strategy for the site, finding that Waste Management/Processing Facilities could be acceptable here. The industrial estate is currently home to a range of recycling/waste facilities, plus one energy from waste facility.
Proximity to residential properties / sensitive land uses	The industrial estate is located on the edge of Merthyr Tydfil and to the north of the A465. Consequently, there are no sensitive land uses located in close proximity.
Proximity to sensitive environmental designations	Whilst the site is not located close to any national environmental designations the Merthyr Common north SINC is located immediately north and east of the site. The Brecon Beacons National Park is also located approximately 2km north of the site. However, these designations are not considered to represent a significant constraint to the development of further waste management facilities at this site.
Existing site infrastructure	The site benefits from existing utilities infrastructure in addition to good access to the strategic highway network.
Transport links / proximity to strategic highway network / opportunities for sustainable transport	The existing industrial estate has good access to the strategic highway network particularly the A465 Heads of the Valleys road and the A4060. The opportunity exists to transport future freight via the Cwm Bargoed rail line that is safeguarded in the LDP, although some local road movements may be required. The site is also located to the north east of the Primary Growth Area identified in the Plan with good road links to the wider region.
Conclusion	The existing industrial estate provides a realistic opportunity for the development of future in-building waste management facilities where potential conflicts with surrounding uses and environmental impacts would be minimal.

<b>Area of Search: EcW14.2 Pant Industrial Estate</b>	
Protected / Allocated Uses	B1, B2, B8 employment uses under Policy EcW2.
Site description and existing land uses	This site is identified as an existing employment site in the LDP. Pant Industrial Estate is a popular trading estate in a secondary location, serving mainly local and regionally based businesses. It is easily accessed from the A465 and is split into three zones (blue, yellow and green) each accessed from a main estate road. Along the main estate road, trade/motor trade uses dominate. North of the main estate road industrial, storage and distribution uses remain.
Site size / capacity (viable site size above 3ha)	The existing employment site area is 22.18 hectares containing some undeveloped plots.
Compatibility with existing uses / employment strategy	The latest Employment Land Review has considered compatibility with existing industrial uses and employment strategy for the site, finding that Waste Management/Processing Facilities could be acceptable here. The industrial estate is home to existing recycling/waste facilities and the industrial estate offers units and yards in a range of sizes to support waste processing uses, particularly to the north.
Proximity to residential properties / sensitive land uses	Existing residential development is located to the north east of the industrial estate. Therefore, future development proposals would need to demonstrate there would be no unacceptable impact on residential amenity in accordance with LDP policies. Existing uses in this area of the industrial estate indicate that B2/B8 waste uses could be made acceptable. The industrial estate is bounded by the A465 Heads of the Valleys road to the south which provides a buffer to surrounding areas. Consequently, it is considered waste management facilities could be developed here without unacceptable impacts on existing surrounding sensitive development.
Proximity to sensitive environmental designations	The site is not located close to any national environmental designations. The Bryniau SINC is located to the east beyond Bryniau Road however this should not represent a significant constraint to waste management development on the site.
Existing site infrastructure	The industrial estate benefits from existing site infrastructure including access to the A465 Heads of the Valleys road.
Transport links / proximity to strategic highway network / opportunities for sustainable transport	The site has reasonable access to the A465 via local roads. The site is also located within the northern part of the Primary Growth Area identified in the Plan and would contribute towards the range and choice of locations for potential waste management facilities in the area.
Conclusion	The existing industrial estate provides a realistic opportunity for the development of future in-building waste management facilities where potential conflicts with surrounding sensitive uses could be made acceptable. It is unlikely that there would be conflicts with existing industrial uses or environmental designations.



<b>Area of Search: EcW14.3 Goatmill Road</b>	
Protected / Allocated Uses	B1, B2, B8 employment uses under Policy EcW2.
Site description and existing land uses	This location contains an existing industrial estate identified in the LDP and an employment allocation to the south. The Goatmill Road industrial estate forms a modern industrial estate dominated by larger manufacturing units including Triumph, OP Chocolates, Mayphill and Stephens and George Printers, combined with some more recently developed small/mid-sized industrial space.
Site size / capacity (viable site size above 3ha)	The existing employment site area is 30.27 hectares. Undeveloped employment allocation to the south would provide an additional 14.75 hectares.
Compatibility with existing uses / employment strategy	The latest Employment Land Review has considered compatibility with existing industrial uses and employment strategy for the site, finding that Waste Management/Processing Facilities could be acceptable here. The selection of large modern units, with storage space which could support a diverse range of B2/B8 uses.
Proximity to residential properties / sensitive land uses	Residential development is located to the north and west of the existing industrial estate however High Street, New Road and Whitey Park provide a buffer to these. Existing B2/B8 uses also indicate in-building waste management facilities could be made acceptable here. Residential development is also located to the west and south of the undeveloped allocated site which is bounded by Goatmill road. The scale of allocated site (14.75 hectares) suggests that there is sufficient scope to ensure that any new in-building waste management facilities could be made acceptable although any proposal would need to demonstrate there would be no unacceptable impacts. The existing industrial estate and allocated site are also bounded by the A4060 dual carriageway to the east. Therefore, whilst impacts on existing residential development will need to be considered in accordance with LDP policies it is considered this would not be an insurmountable constraint to future waste management facilities in this area.
Proximity to sensitive environmental designations	The site is not located close to any nature conservation designations. The north of the existing industrial estate abuts the Dowlais Conservation Area.
Existing site infrastructure	The industrial estate contains existing utilities infrastructure including highway access. The site allocated to the south is an undeveloped land reclamation site providing a relatively unconstrained development plateau. Utility services would be required however some road junctions already exist.
Transport links / proximity to strategic highway network / opportunities for sustainable transport	The existing industrial estate benefits from good access to the strategic highway network. Two access spurs to the undeveloped site allocation are in place, to the north and south of the site, linking the land to the A4102 Goat Mill

	Road and then to the A4060. Opportunity exists to transport future freight via the Cwm Bargoed rail line safeguarded in the LDP although some local road movements would be required. The site is also located within the north eastern part of the Primary Growth Area identified in the Plan and would contribute towards the range and choice of locations for potential waste management facilities in the area.
Conclusion	The existing industrial estate and site allocation provide a realistic opportunity for the development of future in-building waste management facilities where potential conflicts with surrounding sensitive uses could be made acceptable. It is unlikely that there would be conflict with existing industrial uses or environmental designations.

<b>Area of Search: EcW14.4 Merthyr Tydfil Industrial Park</b>	
Protected / Allocated Uses	B1, B2, B8 employment uses under Policy EcW2
Site description and existing land uses	The Industrial Park is an identified existing employment site in the LDP with an employment site allocation to the south providing a potential extension site. Merthyr Tydfil Industrial Park forms a large local and sub-regional scale industrial estate, prominently located on the A4050 and with good access to the A4060 and A470. The industrial estate has seen recent investment in new speculative workshop units (Compass Court). The area also includes a large manufacturing plant for General Dynamics on the opposite side of the A4050.
Site size / capacity (viable site size generally above 3ha)	The existing employment site area is 30.27 hectares. Employment allocation EcW1.5 would provide an additional 3 hectares.
Compatibility with existing uses / employment strategy	The latest Employment Land Review considered compatibility with existing industrial uses and employment strategy for the site, finding that Waste Management/Processing Facilities could be acceptable here. The industrial park is already home to some recycling/waste facilities alongside a diverse mix of other B1, B2, B8 uses and further provision should not significantly impact on character or market attractiveness.
Proximity to residential properties / sensitive land uses	With the exception of the General Dynamics site, the industrial estate is bounded by the A4054 to the east and the Merthyr Tydfil branch train line and River Taff to the west. Residential development is located to the north west corner of the industrial park. Therefore, future development proposals would need to demonstrate they would have no unacceptable impact on residential amenity in accordance with LDP policies. Existing uses indicate in-building waste management facilities could be acceptable here. Residential development is also located to the east of the allocated employment site. The site allocation boundary excludes a buffer of approximate 20 meters to the existing development that contains mature

	trees. Given the size of the site it is considered that acceptable proposals could come forward in this location.
Proximity to sensitive environmental designations	The site is not located close to any national environmental designations. The Afon Taf SINC is located to the west of the industrial estate and Troed-y-rhiw SINC to the east of the General Dynamics plant. However, future waste management facility development is unlikely to have unacceptable impacts on these local designations.
Existing site infrastructure	The industrial estate contains existing utilities infrastructure including good highway access. The undeveloped site to the south would require the provision of new services however a road junction from the A4054 already exists.
Transport links / proximity to strategic highway network / opportunities for sustainable transport	The site has access to the A4054 which links to the A470 and A4060 through Pentrebach. The site backs onto the Merthyr Tydfil branch rail line although there are no proposals for a new freight / rail head here. The site is located to the south of the Primary Growth area and has good links to the wider County Borough.
Conclusion	The existing industrial estate and allocation provide a realistic opportunity for the development of future in-building waste management facilities where potential conflicts with surrounding sensitive uses could be made acceptable. It is unlikely that there would be conflict with existing industrial uses or environmental designations.

<b>Area of Search: EcW14.5 Land to the east of the A4060, Ffos-y-fran</b>	
Protected / Allocated Uses	B1, B2, B8 employment uses under Policy EcW2.
Site description and existing land uses	Undeveloped site allocated under Policy EcW1. The site will become available following the ongoing coal mining and land reclamation scheme. The site is a linear area of plateaued land, running alongside the A4060 dual carriageway.
Site size / capacity (viable site size generally above 3ha)	11.30 hectares (estimated net developable land).
Compatibility with existing uses / employment strategy	The site is currently undeveloped however the allocated uses for B1, B2 and B8 and site size means that waste management facilities could be compatible here. There are currently no detailed development proposals however the latest employment land review has identified interest from several potential B-class use occupiers.
Proximity to residential properties / sensitive land uses	The site is located away from existing residential development. The topography of the site and the A4060 dual carriageway, which acts as a physical barrier, means there is unlikely to be unacceptable impacts on existing sensitive uses.
Proximity to sensitive environmental designations	The site is not located close to any environmental designations.

Existing site infrastructure	No existing infrastructure but the land reclamation scheme will provide development plateaus. Appropriate landscaping could be provided.
Transport links / proximity to strategic highway network / opportunities for sustainable transport	Highway access could be achieved from the A4060 which provides links to the wider region. Opportunities exist for the transportation of freight via the Cwm Bargoed rail line that is safeguarded in the LDP, although transport by local roads maybe required.
Conclusion	The allocated employment site provides a realistic opportunity for the development of future in-building waste management facilities. As the site is undeveloped and located away from existing development, it is unlikely that there would be unacceptable impacts on surrounding uses or cumulative impacts.