

**New England Resource Recovery Centre,  
Nr. Lee Mill, Devon**

**Appendix 4-1: Alternative Site Assessment**



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## **1.0 INTRODUCTION**

### **1.1 Background**

This report has been prepared by SLR Consulting Limited as part of the Environment Impact Assessment undertaken in respect of the proposed Energy Recovery Centre at New England, Devon.

This assessment process enables Viridor, to demonstrate and confirm the reasons why it is committed to the development of the New England site, and to the operation of a facility that can make a significant contribution to the effective management of residual waste in South West Devon.

The process of an alternative site assessment is one that by its nature needs to take account of regulatory issues (including planning policy), commercial opportunities, the availability of land, and amenity and environment constraints and opportunities.

### **1.2 Requirement for Alternative Site Assessment**

The need to undertake a review of alternative options is set out in the Environmental Impact Assessment Regulations 1999 (as amended) and EIA Good Practice Guide. This alternative site assessment is part of the wider requirement to provide:

*“An outline of the main alternatives studied by the applicant....and an indication of the main reasons for his choice, taking into account the environmental effects”.*

In respect of the planning application at New England, relevant site specific alternative issues are considered at relevant sections of the Planning Application and Environmental Statement. These include: Design (in the Landscape & Visual Impact Assessment (Section 11) and Design & Access Statement); Transport and access options (Section 6); and nature conservation mitigation measures (Section 12).

It should be noted that there is no standard or adopted procedure for a site assessment report: this report has been prepared based on SLR's experience of site assessments, and on the requirement to consider a wider geographical area than that of the Local Planning Authority. This is considered in Section 2.0 of this report.

### **1.3 Timescales**

The commitment of Viridor to submit a planning application at the New England site is the result of a site selection, negotiation and technical assessment process that began in October 2005. At that time, the Company identified the need for a residual waste management facility in the area subsequently identified as falling within the remit of the ongoing South West Devon Partnership procurement process.

An initial confidential exercise was undertaken during 2006 to consider potential sites that might be appropriate for the development of a residual waste facility.

As a result of this process, two potential sites were identified: Coypool and New England. Discussions were entered into with the landowners of both sites: the Coypool site proved to be undeliverable by Viridor. Following commercial consideration by Viridor, a period of negotiation was entered into with Aggregate Industries to purchase an interest in the New England site. A legal agreement was reached in 2005: and SLR Consulting was appointed during 2008 to prepare a planning application.

## **1.4 Structure of the Report**

The purpose of this report is to demonstrate the locational options for the siting of a facility of this nature within South West Devon. It is therefore appropriate to consider the relationship between the proposal and the sub-regional waste alliance known as “South West Devon Partnership ” in Section 2.0.

Section 3.0 reviews national, regional and local policies relating to the “South West Devon Partnership” area in the context of site selection and site appraisal criteria employed by individual local authorities.

The results of the initial trawl of sites are set out in Section 4.0. As a result of a scoring exercise designed to be appropriate for the sub-region, a short-list of sites is presented in Section 5.0.

## **2.0 SOUTH WEST DEVON WASTE PARTNERSHIP**

### **2.1 Introduction**

The site assessment process employed by Viridor Waste Management and SLR Consulting has been heavily influenced by the known and forecast aspirations of “*South West Devon Waste Partnership*”. This collaboration between two Unitary Authorities and Devon County Council within South-West Devon has led the site selection assessment to consider potential sites within each authority.

This section therefore reviews the background to South West Devon Waste Partnership and its procurement process within which this site selection process has been set out.

### **2.2 The Partnership**

The South West Devon Waste Partnership is collaboration between Plymouth City Council, Devon County Council and Torbay Council. The partnership was formed in September 2007 to provide a long term solution to deal with the waste from the southwest Devon area that cannot be recycled, reused or composted.

Over the last few years each partner council has considered a range of options in consultation with their communities and partners, and developed a waste strategy.

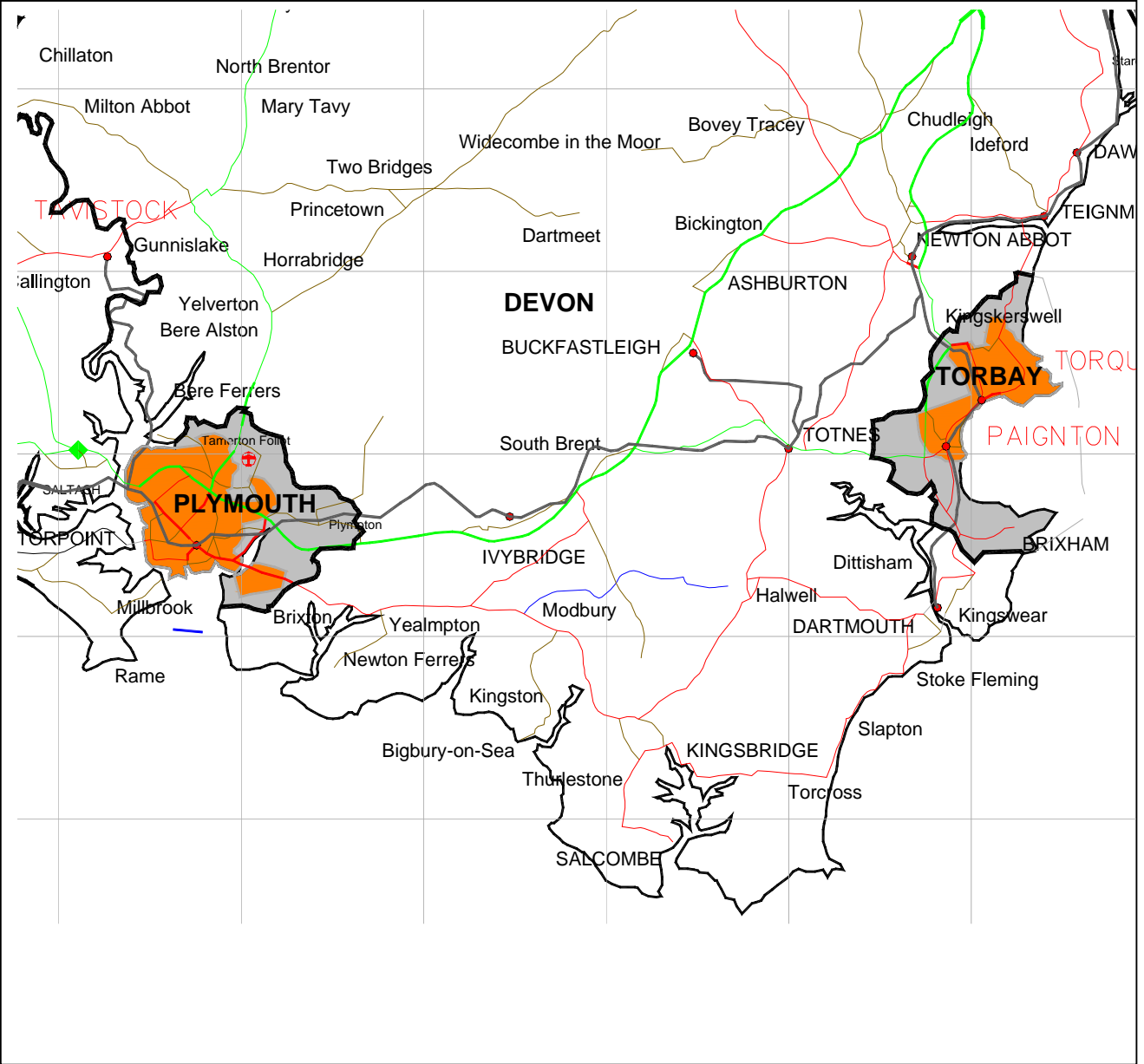
Although recycling and composting is a key priority for everyone, each council conducted their own studies into ways to deal with the remaining waste. All three identified their own preferred option and concluded separately that the most appropriate measure is to use residual waste to produce energy in a new purpose built facility.

The Partnerships priorities<sup>1</sup> were to find a solution that:

- *“Uses clean and proven technology*
- *Is economical, with minimal environmental effect*
- *Reduces our carbon footprint and our reliance on landfill*
- *Fits the needs of the local community*
- *Could be located close to the source of waste.”*

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<sup>1</sup> <http://www.plymouth.gov.uk/swdwpoptions.html>



**Figure 2-1**

### 2.3 Location

The Partnership has made no specific commitment to the location of the waste treatment solution, although it has been agreed that it should be located in or near to Plymouth. This is in line with national planning policy as Plymouth is the largest contributor of residual waste.

In accordance with planning policy, the Partnership's preferred strategy is to secure one waste facility close to the main source of waste. By reducing the amount of 'waste miles' travelled, vehicle emissions and operating costs are minimised. This policy is enshrined at regional level (Policy W2 of the Draft Regional Spatial Strategy) and at County level (Policy WPC1 of the Devon Waste Local Plan).

Both Plymouth City Council (in 2008) and Devon County Council (in 2006) have adopted waste planning framework documents that have been approved by the national Planning Inspectorate following a rigorous development and approval process which included public and stakeholder consultation. These planning policy documents include allocated sites - those that have been deemed suitable for a

range of waste management activities, and also the criteria against which new unallocated sites may be considered.

The current stage of the Procurement Process is such that there are three sites currently under consideration. Of these, two fall within the criteria of being allocated in the development plan. The land to the west of Ernesettle Lane is allocated within the Plymouth City Council Waste Development Plan for the siting of an EfW facility. Similarly, New England Quarry is identified in the Devon Waste Local Plan as being suitable for a range of waste management land use, including EfW.

## 2.4 Timetable

The key dates associated with the advancement of the South West Devon Waste Partnership are as follows:

**Table 2-1: South West Devon Waste Timetable (as at November 2009).**

Milestone	Completed by
Deadline for submission of Detailed Solutions	5 March 2010
Complete evaluation of Detailed Solutions	28 May 2010
Shortlist to two Participants and continue dialogue	31 May to 15 October 2010
Assessment of Readiness to Close Dialogue	15 October 2010
Close Dialogue	26 November 2010
Issue Call for Final Tenders (CFT)	26 November 2010
Final Tenders Submission	14 January 2011
Evaluation of Final Tenders and selection of preferred bidder	25 February 2011
Announcement of preferred bidder	25 March 2011
Due diligence and approvals	24 June 2011
Contract Close	July 2011

The consideration of the New England site in commercial and planning terms has been advanced in the context of the Partnership. In terms of key dates, the original timeframe for the implementation and delivery of the Partnership is similar to the proposed timescales for the New England EfW scheme, as shown in Table 2-2 below:

**Table 2-2: New England EfW Projected Timetable.**

Submission of Planning Application	January 2010
Submission of Environmental Permit	January 2010
Granting of Permissions	December 2010
Construction Commences	Mid 2011
Commissioning starts	Mid 2014
EfW facility fully operational	Late 2014

It should be noted that the planning application submitted is not reliant on the South West Devon Partnership process. The scoping of the planning application and all pre-application discussions has sought to avoid compromising the procurement process. The scale and capacity of the proposed facility has been designed to accommodate the anticipated quantities of municipal residual waste with any capacity available to accept residual Commercial & Industrial waste. The justification and background for this approach is set out in Section 4 of the Environmental Statement.

This “need” argument lies at the very centre of the planning application at New England, and therefore it is considered appropriate that the consideration of alternative sites should focus not only on Devon (the waste planning authority), but also take into account the potential to locate the facility within the other two waste authorities of the Partnership, i.e. Torbay and Plymouth. The site review process therefore considers potential sites within the wider geographical area as defined by the terms of South West Devon Partnership.

### **3.0 INITIAL SITE SELECTION**

#### **3.1 Introduction**

The preliminary phase of the site consideration and identification process has reviewed the potential for locating a sub-regional residual waste facility within the entire South West Devon Partnership area of South-West Devon, Plymouth and Torbay. This element of the assessment has involved an initial appraisal of those sites that are known to be potentially available for B2 suitable use within the region and considers each in general environmental and amenity terms.

The sites considered at this stage have been the subject of a scoring system based on the following key indicators:

- proximity to housing;
- proximity to road network;
- proximity to rail network;
- existing land-use;
- nature conservation;
- air quality;
- water environment, and
- potential heat-use

These indicators summarise the key criteria set out in Planning Policy Statement 10, Policy WPC2 of the Devon Waste Local Plan and Policies W8 and W9 of the Plymouth Waste Development Plan against which applications for waste developments are considered.

The following considers the methodology associated with drawing up this long-list of sites and the scoring system that has been applied.

#### **3.2 Methodology**

The South West Devon area extends over an area of some 80km east to west, and 50km from the north to south. A site search within this extensive area has, by necessity, focused on those sites that have been subject to some form of consideration within the development plan process or have not been exposed in that way but are relatively high profile and potentially available for development.

The initial list was determined by examining a number of relevant information sources, including: adopted and emerging development plans; land availability surveys issued and updated by local authorities; marketing details from various land agents within the sub-region; and the local knowledge of SLR Consulting.

The basic tenet of the planning system is that any development should be in general accordance with the thrust of the prevailing development plan for the area. In respect of residual waste facilities the development is considered to be generally appropriate to be located on B2 industrial land, and accordingly the initial site selection process focused on sites that have either an existing planning permission for B2 use, or an allocation in the Adopted development Plan . In addition, to reflect the various stages of progress of the development plans and Local Development Plans within the South West Devon Partnership authorities, a review has been undertaken of Candidate Sites Registers (where available). It should be noted that these Registers have not been subject to public scrutiny and merely reflect the submission of sites by land owners and developers.

For the purposes of the initial exercise, the location of potential sites in relation to the quantity of waste arisings was not considered in order to ensure that all potential geographical areas and relevant documents were taken into account in the first phase. This enabled comprehensive coverage of the sub-region at the outset. The following documents were used in determining the initial site list:

Document Name	Date
Devon County Council Structure Plan	2005
City of Plymouth Local Development Plan	On-going
Torbay Council Local Plan	2004
South Hams District Council Local Plan	1996
Teignbridge District Council Local Plan	1996
West Devon Borough Council Local Plan	2005

As a result of the on-going review of these various documents, some 30 sites were identified with: planning permission in all, or part, for B2 use; for redevelopment with a waste-related use; or as being potentially available for waste-related development. The initial criterion applied to this long-list of sites was a minimum size footprint of five hectares, an area considered to be appropriate to accommodate a facility (with ancillary elements) capable of receiving between 200 and 300,000 tonnes of waste per annum. This initial sieve reduced the number of potential sites to 11. The potential suitability of these is reviewed below. It should be noted that the site at Wrangaton (DWLP ref SH52) was excluded at this stage. It is acknowledged that the site at Wrangaton is allocated in the DWLP for an EfW, but the size of the site (4.7ha.) and its layout (i.e.a split site) have ruled it out of consideration for a facility of this scale.

### 3.3 Initial Site assessment

The refined list of sites was subjected to a selection process based on a scoring matrix. The principle of this system has been based on the application determination criteria set out in PPS10, and applies a scoring mechanism to the following issues:

- Development Plan Status
- Proximity to Housing;
- Proximity to Road Network;
- Proximity to Rail Network;
- Existing Land Use;
- Ecology;
- Air Quality; and
- Water Environment; and
- Heat User

#### a) Development Plan Status

The adopted development plan for each of the Authorities that constitute the SWDWP (Devon County Council, Torbay Borough Council, and Plymouth City Council) provides the basis on which development control decisions are made and will guide future development. Proposals must be capable of implementation within the period of the Plan.

Section 54A of the Town and Country Planning Act 1990 (as amended), which places the Development Plan central to the decision making process, particularly in relation to the evaluation of planning applications, requires that:

*“Where, in making any determination under the Planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.”*

The Devon Waste Local Plan and the Plymouth Waste Development Plan Document have both been adopted relatively recently (2006 and 2008 respectively). The Torbay Local Plan was adopted in 2004 and does not include waste policies. In order to provide consistency across the scoring system, and to provide additional weight to those sites with either a waste allocation and/or a current waste operation, scores have been weighted as below:

- **Not Plan Allocation** **0 points**
- **Allocated/Established B2 Use** **2 points**
- **Allocated/Established Waste Use** **4 points**

b) Proximity to Housing

The proximity of an Energy from Waste facility to residential development is not, in itself, a reason why a site would not be suitable for this type of scheme. However, the potential impact of a waste management development on residential amenity is a key determinant, and the perception of an EfW is heavily influenced by its proximity to residential development.

There is no specific guidance as to the buffer zone between EfW sites and residential development, although a distance of 250 metres is generally considered to be appropriate (sources: Planning for Waste Management Facilities: Office for the Deputy Prime Minister (ODPM August 2004).

In respect of this exercise, the proximity of residential development has been considered on the basis of its location relevant to the site boundary, regardless of the number or density of housing. This approach has been taken on the basis that residential amenity is a potential issue whether there is one dwelling or a large urban area.

It should also be noted that the large scale of many of the sites is such that any development of an EfW may be feasible within a plot that is significantly further away from the site boundary and closest residential receptor. This has not been factored in at this initial stage.

Each of the identified sites has been scored as follows:

- **site boundary within 0-200 metres of housing: 0 points**
- **site boundary within 201-400 metres of housing: 1 point**
- **site boundary within 401-600 metres of housing: 2 points**
- **site boundary within 601-801 metres of housing: 3 points**
- **site boundary greater than 801 metres from housing: 4 points**

c) Proximity to Primary Road Network

The potential to ensure that any EfW development site is well-served by the road network is a key requirement of the selection process. The contrast between the high-density urban areas and the low-density rural expanses means that the road network is a more appropriate method for the transportation of waste within the South West Devon Partnership area than alternative forms of transport.

The scoring mechanism in respect of the site selection has been based on the UK road numbering system. Within the South West Devon Waste Partnership region, these roads include the following:-

**Motorway:**

- None

**Trunk 'A' Roads:**

- A38 Bodmin to Mansfield

**Other 'A' Roads:**

- A381 Teignmouth to Salcombe
- A380 Newton Abbot to Exeter
- A385 Paignton to South Brent Bypass
- A386 Plymouth to Bideford
- A3121 Wrangaton to Ermington
- A379 Kenford to Plymouth
- A3022 Kingskerswell to Brixham
- A3072 Okehampton to Holsworthy
- A386 Plymouth to Appledore

In addition to these routes, there are numerous other routes within the sub-region that are considered to be Main Distributor roads. These are determined on an individual authority basis.

In order to reflect the extensive distribution of the main road network within the key population areas, a relatively low proximity distance of 500m (via an established route from the boundary of ownership) has been applied to each respective road classification:

- **site more than 500m from roads: 0 points**
- **site less than 500m from other road: 1 point**
- **site less than 500m from main road: 2 points**
- **site less than 500m from 'A38' road: 3 points**
- **site less than 500m from Motorway junction: 4 points**

d) Proximity to Rail Network

As discussed above, any facility proposed within the South West Devon Partnership area that is designed to accept waste only from that sub-region would be serviced predominantly by road-going vehicles. However, the potential for sites to accommodate alternative methods of waste transportation is relevant in the context of first-phase site selection.

The scoring system below is based solely on a site's proximity to an existing railway line (as shown on Ordnance Survey maps) regardless of the track's suitability to handle waste/freight traffic, the site's capacity to accommodate the required infrastructure, or the issue of track ownership/responsibility (Network Rail or other). Disused railway lines and track beds have not been included. The distances are taken in a straight line from the site boundary to the railway line.

- **site more than 601m from railway line: 0 points**
- **site 201m to 600m from railway line: 1 point**
- **site 0m to 201m from railway line: 2 points**

e) Existing Land Use

The principle of sustainability within the land-use planning system places an emphasis on the use of “brownfield” land to meet requirements for new development. The approach applied in this site search is such that many of the sites identified as part of the initial document trawl do not benefit from a current B2 use, but are allocated as such in draft and/or adopted development plans. The issue of whether these allocated sites are “Greenfield” or “brownfield” is relevant in the context of sustainable planning as well as the terms of reference of South West Devon Partnership.

The scoring is therefore heavily weighted in favour of “brownfield” sites to reflect national policy, and the aims of the sub-regional grouping. In addition the selection process recognises that the area has significant tracts of land previously subject to minerals and/or waste development that is not classified as “brownfield” land, yet could not reasonably be considered to be “greenfield”. This previously disturbed (or “beige field”) land is therefore considered as an intermediate category:

- **Greenfield land**                      **0 points**
- **Previously disturbed land**      **2 points**
- **Brownfield land**                      **4 points**

f) Ecology

The issue of proximity of a potential site to a possible ecological receptor is significant in terms of the sensitivity of the site and its surroundings. The South-West Devon region, as with any other, is subject to a range of statutory and non-statutory designations, including Ramsar sites, Special Protection Areas, Special Areas of Conservation, Sites of Special Scientific Interest and, National Nature Reserves (all statutory), as well as Sites of Nature Conservation Interest (non-statutory). For the purposes of allocating initial suitability, the scoring system has allocated points according to the proximity of the site boundary to the nearest statutory site.

- **site 0m to 500m from statutory nature conservation site: 0 points**
- **site 501 to 1000m from statutory nature conservation site: 1 point**
- **site 1001m to 1500m from statutory nature conservation site: 2 points**
- **site 1501m to 2000m from statutory nature conservation site: 3 points**
- **site 2001m or more from statutory nature conservation site: 4 points**

g) Air Quality

The key perceived aspect in respect of Energy from Waste facilities is the potential for emissions that may be harmful to human health or other sensitive receptors.

For the purpose of the initial selection process, the proximity of each of the sites to a designated Air Quality Management Area has been considered. An Air Quality Management Area (AQMA) is declared by a local authority in cases where air quality objectives set out in Regulation IV of the Environment Act 1995 are not being met. Each designated AQMA is subject to the preparation of an Air Quality Action Plan to address the associated issues.

The scoring system has been based on the shortest straight-line distance between the boundary of the site to the nearest boundary of an AQMA.

- **site 0-500m from AQMA: 0 point.**
- **site 501-1000m from AQMA: 1 point; and**
- **site 1001-1500m from AQMA: 2 points;**
- **site 1500m-2000m from AQMA: 3 points;**
- **site over 2000m from AQMA: 4 points;**

h) Water Environment

The issue of flood risk is a high profile consideration that must be taken into account at the outset of the selection process. The extensive flood plains within South- West Devon are such that the Environment Agency's precautionary approach has been applied.

The scoring system, based on the EA's Flood-Risk Maps [2002] reflects the potential for flooding at each site, however, the presence of a high-risk flood zone is not an absolute constraint, and the scoring system reflects this:

- **site within Zone 3: 0 point;**
- **site within Zone 2: 1 point; and**
- **site within Zone 1: 2 points.**

i) Heat Use

A significant element of the efficiency of any energy from waste facility is its potential to make effective and efficient use of the energy generated by the combustion process. The efficiency of an EfW facility increases significantly if the energy can be supplied in the form of hot water or steam to developments or operations that involve significant levels of energy use.

In order to consider the potential of each identified site to contribute to a combined heat and power (CHP) network, a qualitative assessment of the surrounding land-uses has been undertaken based on knowledge of the site.

This appraisal has been based on the proximity of potential significant heat-users within a maximum of 3km radius of the site. The potential exists to develop infrastructure that services heat users located at a greater distance than 3km from each site, but for the purposes of the site assessment exercise, 3000 metres is considered to be an appropriate distance based on efficiency of supply and cost of infrastructure.

It should be noted that the potential users considered at this stage have been limited to two broad categories: heavy/manufacturing industry; and proposed major redevelopment proposals. Relative small scale users (such as schools and existing offices or residential developments) have not been considered as a major determining factor in the potential to provide CHP.

Industrial users have the potential to benefit from the retro-fitting of necessary plant to supply large quantities of steam and/or heat for the purposes of large scale heating or as an integral part of the manufacturing process. The advantage of being located in close proximity to redevelopment projects is that the ability of an EfW facility to supply large, specified amounts of heat can be factored into the design and construction process in order that the occupation of the redevelopment site can benefit directly from the heat output of a plant.

Local Authorities	Site Name	Site Number	Proximity to Housing					Proximity to Primary Road Network					Proximity to Rail			Existing Land Use			Ecology					Air Quality				Water Environment			Heat Use			Total	
			0-200m	201-400m	401-600m	601-801m	> 801m	>500m. from road	<500m. From Other road	<500m. From Main road	<500m. From A38 Road	<500m. From Motorway junction	> 601m	201-600m	0-201m	Greenfield	Ex Minerals/ Waste	Brownfield	0-500m	501-1000m	1001-1500m	1501-2000m	2001m	0-500m	501-1000m	1001-1500m	1501-2000m	2000m	Zone 3	Zone 2	Zone 1	< 3Km	<1.5km		>1.5km
			0	1	2	3	4	0	1	2	3	4	0	1	2	0	2	4	0	1	2	3	4	0	1	2	3	4	0	1	2	0	1		2
Devon	New England Quarry	D1	0						3		0				2						4					4	0					2	15		
	Heathfield Landfill Site	D2			2			1			0				2		0									4			2	0			11		
	Heathfield Industrial Estate	D3			2				3			2			4			1								4			2			2	20		
	Crowndale, Tavistock	D4	0				0				0				2		0									4	0			0			6		
	Langage	D5	0						3			1		0			0									4			2			2	12		
Torbay	Yalberton Road	T1	0								0			0							4					4			2		1		13		
	Long Road South	T2	1								0			0						3						4			2		1		13		
Plymouth	Oakfield Terrace Rd	P1	0					1				1				4	0							2					2			2	12		
	Coypool	P2	0									2		2				1								4		1		0			13		
	Land west of Ernesettle Lane	P3		1					3			2		0			0								4			2	0				12		
	Chelson Meadow	P4		1							0			2					2						4			2		1			14		
	Devonport North	P5	0									2				2	0									4			2			2	14		
	Devonport South	P6		1							0				2		0									4			2			2	13		

The scoring system has been based on potential heat users with 3km of the site boundary:

- **site more than 3km from a potential heat user: 0 point.**
- **site more than 1.5km from a potential heat user: 1 point; and**
- **site less than 1.5km from a potential heat user: 2 points.**

### 3.4 The Results

The resulting matrix is shown in full on the following page, with the scores summarised below:

<b>Site name</b>	<b>SLR Ref.</b>	<b>Score</b>
<b>Devon</b>		
New England Quarry	D1	19
Heathfield Landfill Site	D2	15
Heathfield Industrial Estate	D3	22
Crowndale, Tavistock	D4	8
Langage	D5	14
<b>Torbay Council</b>		
Yalberton Road	T1	15
Long Road South	T2	15
<b>City of Plymouth</b>		
Oakfield Terrace Rd	P1	14
Coypool	P2	17
Land west of Ernesettle Lane	P3	16
Chelson Meadow	P4	18
Devonport South	P5	16
Devonport North	P6	15

A site visit was undertaken to each of these sites, the results of which are included in Appendix One. The further consideration of these sites is dealt with in the following section.

## 4.0 PREFERRED SITES

### 4.1 Introduction

In order to rationalise the list of sites that passed the first stage of site assessment (i.e those without apparent primary constraint, within opportunity areas and in general accordance with prevailing planning policies) a more subjective process was applied to the sites. This, in turn, involved a four stage process:

- Stage One: Exclusion of the poorest scoring sites from the matrix exercise;
- Stage Two: Exclusion of sites with a deliverability issue;
- Stage Three: Planning and Environmental constraints;
- Stage Four Identification of Short Listed Sites

Each of these Stages is reviewed below.

#### 4.1 Stage One: Exclusion of lowest scoring sites

The application of the sites to the matrix resulted in a wide range of scores across the authority areas. This reflects the concentrated urban area of Plymouth and the A38 corridor compared with the extensive rural areas of South West Devon. On this initial scoring basis, the low scoring site at Tavistock (D4) was excluded.

#### 4.2 Stage Two: Exclusion of sites with a deliverability issue

The next stage of evaluation examined the deliverability of the highest scoring sites in greater detail.

##### 4.2.1 Ownership

The first level of consideration focussed on the ownership of land and the potential for sites to be available for development. This stage has not involved any recent direct approaches to land owners, but is based on knowledge of sites gained by Viridor and SLR.

On this basis the following sites shown by ~~strike through~~ at Table 4-1 were excluded:

**Table 4-1: Sites Excluded Due to Ownership**

Site Name	Site Ref.	Score
Heathfield Industrial Estate	D3	22
New England Quarry	D1	19
Chelson Meadow	P4	18
Devonport South	P5	16
Coypool	P2	17
Devonport North	P6	15
Heathfield Landfill Site	D2	15
Yalberton Road	T1	15
Long Road South	T2	15
Langage	D5	14
Oakfield Terrace Road	P1	14
West of Enesettle Lane	P3	16

#### 4.2.2 Site Constraints

The site consideration exercise has been limited to a desk-top exercise. Although all of the potential sites were visited, this was done on a non-intrusive basis. Further investigation into existing uses and operations of the sites revealed that a number were subject to constraints imposed by the unavailability of land through other development as illustrated at Table 4-2:

**Table 4-2: Sites Excluded Due to Site Constraints**

Site Name	Site Ref.	Score
Heathfield Industrial Estate	D3	22
New England Quarry	D1	19
Chelson Meadow	P4	18
Devonport North	P6	15
Long Road South	T2	15
Langage	D5	14
Oakfield Terrace Road	P1	14
West of Enesettle Lane	P3	16
Yalberton Road	T1	15

#### 4.3 Stage Three: Planning and Environmental Constraints

It is generally recognised that there are few sites capable of accommodating a waste facility that will be wholly unfettered by planning and environmental issues. However, further desk-top consideration of the remaining sites identified potential issues that could at best delay, or ultimately quash the potential to realise an implementable planning permission on a site.

Those sites at which a material and sustainable planning, environmental or amenity objection is likely to be generated as a result of a proposal for residual waste, and that as a result have been excluded, are summarised at Table 4-3 below:

**Table 4-3: Sites Excluded due to Planning & Environmental Constraints**

Site Name	Score	Reason for Exclusion
New England Quarry	19	
Chelson Meadow	18	The Plymouth Waste Development Framework seeks to limit additional development in order to avoid compromising existing waste-related activities.
Devonport North	15	
Long Road South	13	B1/B2 uses preferred
West of Enesettle Lane	16	
Yalberton Road	15	No provision for waste development in Development Brief

## **5.0 SHORT-LISTED SITES**

### **5.1 Introduction**

The matrix scoring exercise described above has resulted in a short-list of four sites that are considered to be worthy of further consideration.

This part of the process presents a more detailed appraisal of each of the sites identified in terms of amenity and environmental considerations, using a variety of information sources and references.

The remaining sites are therefore:

<b>Site Name</b>	<b>Score</b>
New England Quarry	19
West of Enesettle Lane	16
Devonport North	15

A further assessment of the potential suitability of these sites to accommodate an Energy from Waste facility has been considered in the context of a number of issues relating to four key issues:

- Built Environment;
- Natural Environment;
- Potential for Combined Heat & Power;
- Proximity to Waste Arisings
- 

The following identifies the sub-divisions of these key issues and establishes the background to the information gathering exercise. The information collated in respect of the built and natural environments are demonstrated on the series of Site Information Sheets included in the following pages.

#### **5.1.1 Access**

The information regarding the road network was obtained from published information (such as development plans). Further information relating to proposed highway schemes (where appropriate) was derived from the same sources or following informal consultation with relevant Highways Departments.

The extent of potential rail access has been determined based on information from published documents and as a result of site visits.

#### **5.1.2 Residential Amenity**

The proximity, extent and nature of residential development has been determined based on information from published documents and as a result of site visits.

#### **5.1.3 Cultural Heritage**

Information on Scheduled Ancient Monuments, Listed Buildings and Registered Parks and Gardens has been provided by information supplied by the relevant development plan or via the relevant local authority web-site.

#### **5.1.4 Planning Policy**

A review of the relevant development plans for the authorities within the South West Devon Partnership was undertaken.

#### **5.1.5 Nature Conservation and Landscape**

The nature conservation information used as part of the assessment has been accessed from published information. Consideration has been given to the extent of statutory designations including Special Protection Areas, Special Areas of Conservation, Sites of Special Scientific Interest and Ramsar sites. For the purpose of this exercise, non-statutory nature conservation designations (such as Sites of Nature Conservation Interest (SNCIs) and Country Wildlife sites) have not been considered at this stage.

A broad summary of the potential landscape value of each of the sites has been undertaken based on recognised designations included within relevant development plan documents.

It is accepted that should further consideration be given to any of the sites, more detailed species-and habitat-specific studies would be required for a range of protected interests. For the purposes of this report the need for surveys of named species has not been considered.

#### **5.1.6 Water Environment/Land Quality**

A review of each site has been undertaken in the context published flood maps ([www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)).

The commentary on land quality is drawn from published information and the local knowledge of sites possessed by SLR.

#### **5.1.7 Potential for Combined Heat and Power**

In order to consider the potential of each identified site to contribute to a combined heat and power (CHP) network, a qualitative assessment of the surrounding land-uses has been undertaken based on knowledge of the site.

#### **5.1.8 Waste Arisings**

A determinant not directly related to environmental issues is the relative location of the potential site in the context of waste arisings. The nature of the South West Devon area is that the urban hierarchy constitutes three broad groupings: cities; major towns; and smaller towns.

The issue of proximity to waste arisings is relevant in terms of the haulage of waste and the total number of kilometres that each tonne of waste is required to travel. In respect of the Partnership area, the key population centres are Plymouth, Torbay, Newton Abbot and Tavistock, and a number of towns along the A38 corridor.

In respect of the identified sites, a qualitative review of their location in relation to these primary and secondary population centres is considered below, based on proximity and the adequacy of the road network.

## 5.2 Interpretation

The factual environmental information recorded in the site assessment sheets, the potential to provide CHP and the proximity to waste arisings has been considered to draw a conclusion on the potential suitability of each of the identified sites.

The issues relating to each site are considered below, together with a further scoring exercise that seeks to draw conclusions to the exercise. The scoring system applied to the issues is as follows:

Score	Likely Response	Reason
+1	Positive Response	The provision of an EfW facility has the potential to make a significant positive contribution to the environment.
0	Neutral	The development would have no impact on the issue.
-1	Slightly Negative Response	There are some concerns about the site and/or development of the site would have a slight adverse impact
-2	Strongly Negative Response	There are significant concerns about the site and/or likely to be a fundamental objection to the development of this site.

The conclusions reached in respect of the eight selected sites are as follows.

**5.3 Site Assessments**  
**5.3.1 New England Quarry**

Authority/Site name	Potential Impact	Score
<b>Devon</b>		
<b>New England Quarry</b>		
Access	The site is located adjacent to the A38 but requires a new access road to facilitate major development. There is no potential to accommodate rail-borne waste.	<b>0</b>
Residential Amenity	There are relatively few residential properties in the vicinity of New England Quarry	<b>0</b>
Planning Policy	The site is identified in the Devon Waste Local as being appropriate for the location of an EfW.	<b>+1</b>
Nature Conservation & Landscape	The site is partly within an area of Ancient Woodland, and is approximately 4km south of the Dartmoor National Park.	<b>-1</b>
Water Environment/Land Quality	The facility site is located within Flood Zone 1, although a small part of the access road is located within Flood Zone 3. The site is a well established quarry with no land quality issues.	<b>0</b>
Cultural Heritage	There are no cultural heritage issues likely to have an adverse impact on the potential of the site or its surroundings to accommodate the proposed development.	<b>0</b>
Combined Heat & Power Potential	The Lee Mill Industrial Estate is characterised by distribution units and light industry. The Sherford Development of 5,500 houses and commercial and public buildings lies within 4km of the site. Both offer some potential, but the nature of the Industrial estate occupiers and the distance to the Sherford scheme is such that focus is placed on electricity generation.	<b>0</b>
Proximity to Waste Arisings	The site is located adjacent to the A38 and is well located to serve the entire South West Devon Partnership Area.	<b>+1</b>
<b>OVERALL APPRAISAL/SCORE</b>	<b>The assessment of this site has demonstrated that its location within the context of the Partnership area, adjacent to the A38 and allocated for EfW use in an adopted Local Plan make it appropriate for development subject to careful consideration of environmental issues.</b>	<b>+1</b>

**5.3.2 Land West of Ernesettle Lane**

<b>Plymouth</b>		
<b>Land West of Ernesettle Lane</b>		
Access	Ernesettle Lane benefits from access directly off the A38 at its most western point in Plymouth. The Plymouth Waste Plan identifies the possible requirement for off-site improvements. The potential exists for a railway linkage.	<b>+1</b>
Residential Amenity	The site is in close proximity to the suburb of Ernesettle.	<b>-1</b>
Planning Policy	The adopted Plan identifies the site as having the potential to accommodate an EfW facility. However, the presence of an Explosive Storage Safeguarding Area excludes a significant part of the site.	<b>0</b>
Nature Conservation & Landscape	The site is adjacent to the internationally and nationally important nature conservation designations of the River Tamar. The land is visually prominent from Ernesettle, Caradon and the AONB, as well as a Scheduled Ancient Monument.	<b>-2</b>
Water Environment/Land Quality	There are no flood-related issues at the site. The site is a greenfield site.	<b>0</b>
Cultural Heritage	The site is in close proximity to the Ernesettle Battery SAM	<b>0</b>
Combined Heat & Power Potential	The site is well-located in the context of the industrial area of west Plymouth to provide the potential to deliver CHP benefits.	<b>+1</b>
Proximity to Waste Arisings	The site is located at the extreme western periphery of the Partnership area.	<b>-1</b>
<b>OVERALL APPRAISAL/SCORE</b>	<b>Land at Ernesettle Lane is constrained by a number of amenity and environmental considerations that suggest that this site is unsuitable for an EfW development.</b>	<b>-2</b>

### 5.3.3 Land at Devonport North

<b>Plymouth Devonport North</b>		
Access	Access to the area is gained via an established HGV route, although improvement may be required to access the site itself. The site lies in close proximity to an existing railway line, but has no direct access to it.	<b>0</b>
Residential Amenity	The site is in close proximity to the urban areas of Barne Barton and Weston Mill.	<b>-1</b>
Planning Policy	The site is not identified for any B2, B8 or waste use in any adopted or emerging development plan. It is located in an area with a longstanding association with heavy industry.	<b>-1</b>
Nature Conservation & Landscape	The site is adjacent to the internationally and nationally important nature conservation designations of the River Tamar. The site is located within an urban, industrial environment.	<b>-1</b>
Water Environment/Land Quality	There are no flood-related issues at the site. The previous uses on the site are such that detailed site investigation would be necessary as part of the EIA process.	<b>0</b>
Cultural Heritage	There are no known archaeological issues.	<b>0</b>
Combined Heat & Power Potential	The site is well-located in the context of Plymouth to provide the potential to deliver CHP benefits.	<b>+1</b>
Proximity to Waste Arisings	The site is located at the extreme western periphery of the Partnership area.	<b>-1</b>
<b>OVERALL APPRAISAL/SCORE</b>	<b>The site is located within an urban environment, but the absence of any waste planning policy in support of this scheme is such that it is considered to be inappropriate for development of an EfW at Devonport North.</b>	<b>-3</b>

## 5.4 Conclusion

SLR Consulting Limited (SLR) has undertaken a site assessment study to identify the potential locations for a sub-regional Energy from Waste Facility capable of accommodating a throughput of some 275,000 tonnes per annum. In accordance with the prevailing South West Devon Partnership Procurement process, the site search has been undertaken within the administrative boundaries of Plymouth Torbay and the local authorities that make up South West Devon.

A search of the authorities identified eleven sites that met the basic threshold criteria of being in excess of 5ha. in size, relatively well-located to major transport routes, and seemingly available for waste and/or B2-type development.

The matrix scoring system applied to the sites was based on specific distances from the site boundary to opportunities (e.g. major road network) and constraints (e.g. nature conservation designations). In addition, a heavy weighting was placed on sites identified as being brownfield land, in accordance with prevailing national policy, and those with the potential to realise Combined Heat and Power usage.

The overview of the sites that came through the initial site selection process has considered their suitability in more specific environmental, location and efficiency terms. There three sites are those that are being taken forward for further consideration by the Partnership: Ernesettle, New England, and North Yard, Devonport.

In broad terms, the Devonport sites was considered highly on the basis that it is a brownfield site, but its absence from an Adopted Development Plan, and proximity to nationally designated sites of nature conservation interest detracts from its suitability. By contrast, the Ernesettle site is a Greenfield site with a number of constraints in respect of amenity and the built and natural environment. Both sites are located at the extreme western end of the study area.

The land at New England scored highly on the basis that it is located on previously disturbed land, is central within South West Devon, and adjacent to the A38. It is recognised that there are a number of environmental issues and considerations that need to be taken into account, but on the basis of the exercise undertaken, the New England site has been adjudged to be most favourable for the location of an integrated waste management facility.

**Appendix A**  
**Sites in Devon**

Devon

D1

New England Quarry

<b>Location: 3km South West of Ivybridge</b>	
<b>Site size – 35 hectares</b>	<b>OSGR: SX 597 545</b>
<b>Access:</b>	New access road via A38
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	Dormant Quarry
<b>Surrounding land use:</b>	Agricultural / Woodland
<b>Planning allocation:</b>	Allocation in Devon WLP for EFW and landfill
<b>Water Environment:</b>	With indicative EA flood Plan
<b>Ecology:</b>	Adjacent to County Wildlife Site , but no statutory ecological designations within 2km.
<b>Landscape:</b>	Rural



Devon

D2

Heathfield Landfill Site

<b>Location: 1.7km South East of Chudleigh Knighton</b>	
<b>Site size – 100 hectares</b>	<b>OSGR: SX850762</b>
<b>Access:</b>	Good access via B3193 along John Acres Lane
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	Non- Hazardous Waste Landfill
<b>Surrounding land use:</b>	Surrounded by various clay pits, lies 1.7km SE of Chudleigh Knighton residential area
<b>Planning allocation:</b>	Allocated waste site
<b>Water Environment:</b>	No Floodplain issues
<b>Ecology:</b>	Southarces Clay Pit SSSI lies directly south. Chudleigh Knighton Heath SSSI lies 1.9 North West. Stover LNR lies 2.5km South West of the site
<b>Landscape:</b>	Rural

Devon

D3

Heathfield Industrial Estate

<b>Location: North of A38 Junction with Bovey Tracey Road</b>	
<b>Site size – 10 hectares</b>	<b>OSGR:</b>
<b>Access:</b>	Good: adjacent A38
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	Within Industrial Estate
<b>Surrounding land use:</b>	Industrial uses
<b>Planning allocation:</b>	Continued Employment Uses
<b>Water Environment:</b>	No water feature
<b>Ecology:</b>	Adjacent to Bovey Heathfold LNR, Chudleigh Knighton Heath SSSI 1.2km to east.
<b>Landscape:</b>	Industrial



Devon

D4

Crowndale, Tavistock

<b>Location: 1km South West of Tavistock</b>	
<b>Site size – 5.8 hectares</b>	<b>OSGR: 2472 0723</b>
<b>Access:</b>	A386/Plymouth Rd. Infrastructure to the site already present.
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	Recycling Centre
<b>Surrounding land use:</b>	Site adjacent to former landfill site, surrounding area
<b>Planning allocation:</b>	Waste allocation
<b>Water Environment:</b>	No water feature, bordering floodplain
<b>Ecology:</b>	The site lies within The Tamar Valley Area of Outstanding Natural Beauty, adjacent to an area of Ancient Woodland and County Wildlife Site. The site is also bordered by a canal forming part of a Proposed World Heritage Site and a floodplain.
<b>Landscape:</b>	Rural



Devon

D6

Langage

<b>Location: 3.5km East of Plympton</b>	
<b>Site size – hectares</b>	<b>OSGR: SX571560</b>
<b>Access:</b>	Holland Road, B3416
<b>Ownership:</b>	Priave
<b>Existing Land Use:</b>	Power station/ Industrial Estate
<b>Surrounding land use:</b>	Mainly Rural, edge of Plympton residential area 0.5 West of the site
<b>Planning allocation:</b>	Allocated Employment Site
<b>Water Environment:</b>	No water feature
<b>Ecology:</b>	Environmental Sensitive area directly north of the site
<b>Landscape:</b>	Rural



**Appendix B**  
**Sites in Torbay**

Torbay

T1

Yalberton Road

<b>Location: 2.4km South West Of Paignton</b>	
<b>Site size – 16.6 hectares</b>	<b>OSGR: SX873589</b>
<b>Access:</b>	Yalberton Road off the A3022
<b>Ownership:</b>	Unknown
<b>Existing Land Use:</b>	Greenfield
<b>Surrounding land use:</b>	Industrial to the North, rural to the South
<b>Planning allocation:</b>	Employment Land Policy E1.16(C). Allocated for B1, B2 and B8 uses
<b>Water Environment:</b>	3km North of the River Dart , 2.2km west of Torbay
<b>Ecology:</b>	2.2km West of Sugar Loaf Hill & Saltern Local Nature Reserve and Saltern Cove SSSI
<b>Landscape:</b>	Rural



Torbay

T2

Long Road South

<b>Location: 3km South west of Paignton</b>	
<b>Site size – 11.8 hectares</b>	<b>OSGR: SX877582</b>
<b>Access:</b>	Waddeton Road off the A3022
<b>Ownership:</b>	Unknown
<b>Existing Land Use:</b>	Greenfield Land
<b>Surrounding land use:</b>	Rural to the South, residential to the east
<b>Planning allocation:</b>	Employment Land Policy E1.19(D). Allocated for B1, B2 and B8 uses
<b>Water Environment:</b>	2km North of the River Dart , 1.5km west of Torbay
<b>Ecology:</b>	1.8km West of Sugar Loaf Hill & Saltern Local Nature Reserve and Saltern Cove SSSI
<b>Landscape:</b>	Rural



**Appendix C**  
**Sites in Plymouth**

Plymouth

P1

Oakfield Terrace Rd

<b>Location: 2km South East of Plymouth</b>	
<b>Site size – 5.5 hectares</b>	<b>OSGR: SX512547</b>
<b>Access:</b>	Oakfield Terrace road via Elliott Road off the A379
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	Brownfield/ Port use
<b>Surrounding land use:</b>	Industrial to the South (Fuel Oil processing plant), Prince Rock Residential area to the north.
<b>Planning allocation:</b>	Redevelopment of Existing Employment Land for B1, B2, B8 use. Proposed Power generation
<b>Water Environment:</b>	Alongside the River Plym adjacent to the Laira Estuary
<b>Ecology:</b>	0.2km South west lies Wallsand Industrial Estate SSSI
<b>Landscape:</b>	Industrial/ Dockland



Plymouth

P2

Coypool

<b>Location: 2km North west of Plympton</b>	
<b>Site size – 6 hectares</b>	<b>OSGR: SX524577</b>
<b>Access:</b>	Via Coypool Road off the A374/B3416
<b>Ownership:</b>	Private
<b>Existing Land Use:</b>	China clay works, very large hanger buildings
<b>Surrounding land use:</b>	Woodland belt planning around the fringes of the site, rural to north of site, residential area to the south
<b>Planning allocation:</b>	Strategic Integrated Waste Management Site
<b>Water Environment:</b>	2km North of the River Plym
<b>Ecology:</b>	1.1km west lies Forder Valley local Nature Reserve. Woodland belts on northern part of the site
<b>Landscape:</b>	Rural



Plymouth

P3

Land west of Ernesettle Lane

<b>Location: 6km North west of Plymouth</b>	
<b>Site size – 8 hectares</b>	<b>OSGR: SX445599</b>
<b>Access:</b>	Ernesettle lane off the A38/B3413
<b>Ownership:</b>	Plymouth City Council
<b>Existing Land Use:</b>	Greenfield Former university playing fields
<b>Surrounding land use:</b>	Sewage plant to the north of the site, MOD,s RNAD Ernesettle Depot to the west, resident area 0.5km east
<b>Planning allocation:</b>	Strategic Waste management
<b>Water Environment:</b>	Runs alongside the river Tamar
<b>Ecology:</b>	0.1km West lies Plymouth Sounds Estuaries SAC and Tamar Tavy Estuary SSSI. 0.6km East lies Budsheads Wood LNR.
<b>Landscape:</b>	Rural



Plymouth

P4

Chelson Meadow

<b>Location: 3km West of Plymouth</b>	
<b>Site size – 10 hectares</b>	<b>OSGR: SX495539</b>
<b>Access:</b>	The Ride, Billacombe Road via the A379
<b>Ownership:</b>	Public
<b>Existing Land Use:</b>	Chelson Waste Management Centre
<b>Surrounding land use:</b>	Plystock Quarry to the South
<b>Planning allocation:</b>	Waste Management site
<b>Water Environment:</b>	Adjacent to river Plym and Laira Estuary
<b>Ecology:</b>	1km SE lies Billacombe SSSI, 1km South lies Billacombe Village Green. 1.5km South west lies Faraday road SSSI, 1km SW lies Wallsend Industrial estate SSSI.
<b>Landscape:</b>	Rural



**Plymouth**

**P5**

**Devonport North**

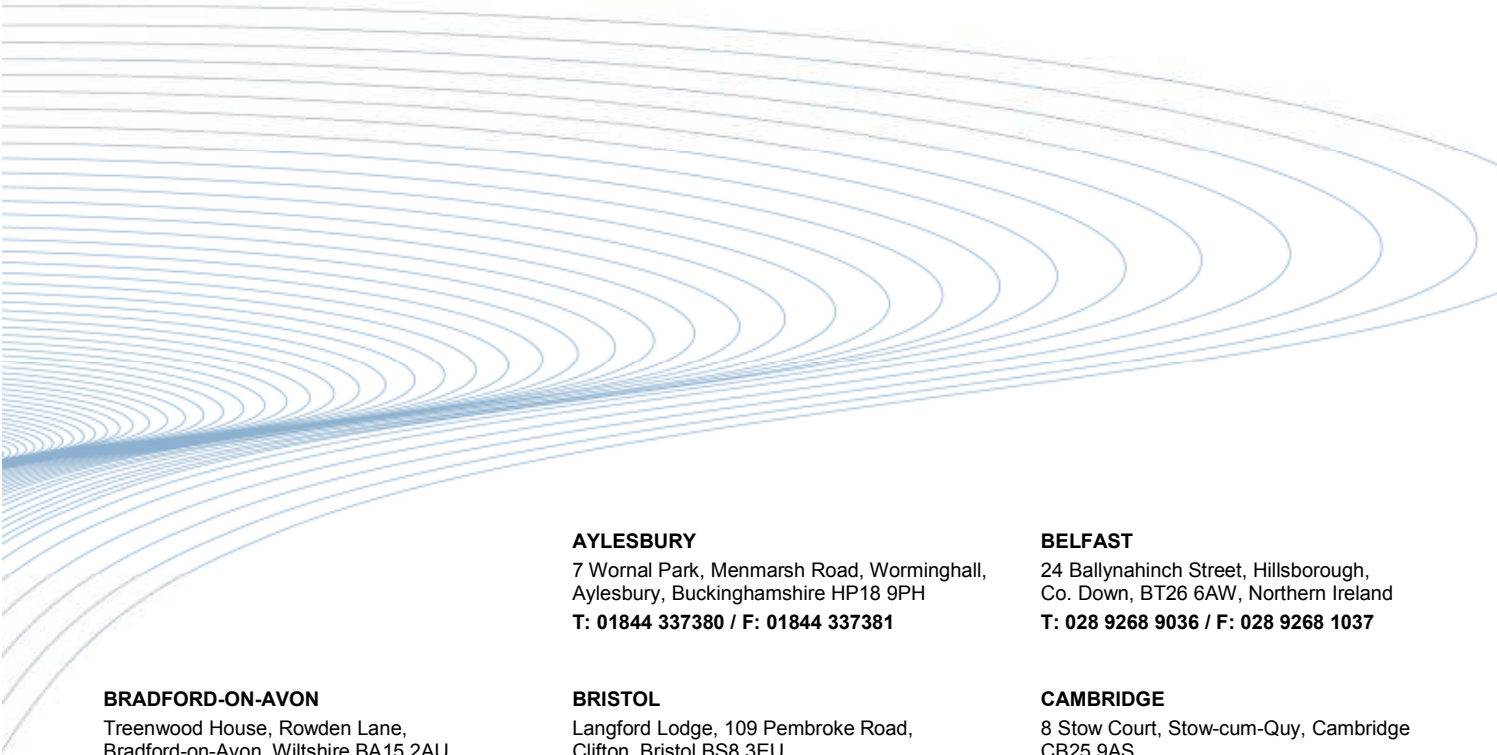
<b>Location: 5km West of Plymouth City Centre</b>	
<b>Site size – hectares</b>	<b>OSGR: SX 448572</b>
<b>Access:</b>	A3064
<b>Ownership:</b>	Ministry of Defence
<b>Existing Land Use:</b>	Industrial Units
<b>Surrounding land use:</b>	Dockland to the west
<b>Planning allocation:</b>	None
<b>Water Environment:</b>	Adjacent to Plymouth Sound. No flood risk
<b>Ecology:</b>	1.1km west lies Plymouth Sound & Estuaries SAC. 1.7km West lies Tamar Valley AONB
<b>Landscape:</b>	Industrial

**Plymouth**

**P6**

**Devonport South**

<b>Location: 5km west of Plymouth City Centre</b>	
<b>Site size – hectares</b>	<b>OSGR: SX448545</b>
<b>Access:</b>	A374
<b>Ownership:</b>	Ministry of Defence
<b>Existing Land Use:</b>	Dockland area
<b>Surrounding land use:</b>	Industrial
<b>Planning allocation:</b>	None
<b>Water Environment:</b>	Adjacent to Plymouth Sound. No flood risk
<b>Ecology:</b>	0.1km West lies Plymouth Sound & Estuaries SAC. 1km South West lies Tamar Estuaries Complex SPA and St John's Lake SSSI
<b>Landscape:</b>	Dockland



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