Gloucestershire
COUNTY COUNCIL

Waste Core Strategy

Preferred Options

January 2008

Gloucestershire's Waste Core Strategy

Preferred Options

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Contact Details for Gloucestershire County Council

Minerals & Waste Planning Policy:
Tel: 01452 425704
m-wplans@gloucestershire.gov.uk

Minerals & Waste Development Control:
Tel: 01452 425704

Waste Management Unit:
Tel: 01452 426601

www.gloucestershire.gov.uk

Council Direct:
Tel: 01452 505345

Contents

List of Abbreviations and Acronyms

Please note that although the majority of these acronyms do not feature in this preferred options the list has been provided to assist readers with understanding other planning documentation, in particular in relation to the technical evidence papers that are signposted throughout this document.

AAP	Action Area Plan
AMR	Annual Monitoring Report
AONB	Area of Outstanding Natural Beauty
APC	Air Pollution Control Residue
BMW	Biodegradable Municipal Waste
C&D	Construction and demolition waste
C&I	Commercial and industrial waste
CABE	Commission for Architecture and the Built Environment
CBI	Confederation of British Industry
CHP	Combined heat and power
CLG	Communities and Local Government (a central government department)
CPRE	Council for the Protection of Rural England
CS	Community Strategy
CVS	Local Council for Voluntary Services
DC	Development Control
DEFRA	Department of Environment, Food and Rural Affairs
DETR	Department of the Environment, transport and the Regions
DoE	Department of Environment
DPD	Development Plan Document
EA	Environment Agency
GCC	Gloucestershire County Council
GDPO	General Development Procedure Order
GOSW	Government Office for the South West
HSE	Health and Safety Executive
IPPC	Integrated Planning and Pollution Control
LAA	Local Area Agreement
LATS	Landfill Allowance Trading Scheme
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LPA	Local Planning Authority
LSP	Local Strategic Partnership
LTP	Local Transport Plan
LTP2	Local Transport Plan 2
MCS	Minerals Core Strategy
M&W	Minerals and Waste
M&WDF	Minerals and Waste Development Framework
M&WDPD	Minerals and Waste Development Plan Document
M&WDS	Minerals and Waste Development Scheme
M&WPA	Minerals and Waste Planning Authority
MLP	Minerals Local Plan
MPG	Minerals Planning Guidance Note
MPS	Minerals Planning Statement
MSW	Municipal Solid Waste
MWMS	Municipal Waste Management Strategy
ODPM	Office of the Deputy Prime Minister
PPC	Pollution Prevention and Control
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
RAWP	Regional Aggregates Working Party
RPB	Regional Planning Body
RSS	Regional Spatial Strategy
RTAB	Regional Technical Advisory Body
RWMS	Regional Waste Management Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAM	Scheduled Ancient Monument
SCI	Statement of Community Involvement
SEA	Strategic Environmental Appraisal
SMR	Sites and Monuments Record
SoS	Secretary of State
SPA	Special Protection Area
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
SSSI	Site of Special Scientific Interest
WCA	Waste Collection Authority
WCS	Waste Core Strategy
WDA	Waste Disposal Authority
WFD	Water Framework Directive
WLP	Waste Local Plan
WMS	Waste Minimisation Statement
WMU	Waste Management Unit
WPA	Waste Planning Authority

Section 1
Introduction

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Introduction

1. The Waste Core Strategy (WCS) will provide the framework for sustainable waste management in the County. This preferred options document is the second step in preparing a WCS for Gloucestershire.

2. This document is not site specific, but does identify preferred options for broad locations for strategic waste facilities in Gloucestershire. This will help to shape the way the county spatially manages its' waste over the next 10 - 20 years.

3. This preferred options paper has been written with minimal use of acronyms and planning jargon. The acronyms used in this document are:

   - **WPA** - Waste Planning Authority
   - **WCS** - Waste Core Strategy
   - **PPS10** - Planning Policy Statement 10 'Planning for Sustainable Waste Management'
   - **MSW** - municipal solid waste
   - **C&I** - commercial and industrial waste
   - **C&D** - construction and demolition waste

4. For those that undertake wider reading a full list of acronyms that you may encounter is set out at the front of this document, with a glossary of terms provided in Appendix A.

Evidence Base

5. The evidence base for preparing the Preferred Options began in June 2005. Technical Evidence Papers have been prepared that expand on particular issues in this preferred options document. Where relevant these are cross-referenced in the text. The list of technical evidence papers is:

Waste Technical Evidence Papers

- WCS-A 'Waste Data'
- WCS-B 'Spatial Portrait and Vision'
- WCS-C 'Broad Locational Analysis'
- WCS-D 'Implementing the waste hierarchy'
- WCS-E 'Hazardous Waste'
- WCS-F 'Making Provision'
- WCS-G 'Waste Facility Types'
- WCS-H 'Sewage treatment Facilities'
- WCS-I 'Waste Facilities in the Green Belt'
- WCS-J 'Waste Industry Involvement'
- WCS-K 'Joint Working with the WDA'
- WCS-L 'Cumulative Impact'
- WCS-M 'Environmental Acceptability'

Joint Minerals & Waste Technical Evidence Papers

- WCS-MCS-1 Transport
- WCS-MCS-2 Links with Districts & Neighbouring Authorities
- WCS-MCS-3 Flooding & Hydrological Issues
- WCS-MCS-4 Landscape & AONB
- WCS-MCS-5 Ecology
- WCS-MCS-6 Archaeology
- WCS-MCS-7 Implementation & Monitoring
- WCS-MCS-8 Glossary

Throughout this report, technical papers have been clearly signposted. This approach is intended to help you cross-reference facts, figures and to audit our consideration of each preferred option. All these papers can be found on the County Council website.

Community Involvement

6. Proposals for waste related development often receive opposition from residents and businesses in their vicinity. To overcome this, greater awareness of the waste industry,

confidence in the regulatory authorities and communal ownership of waste is required.

7. A key aspect for the WCS is fostering this communal ownership whilst providing the framework for determining planning applications. To make the preferred options clear they are set out in green.

8. Please let us know what you think of the preferred options presented in this paper by completing the standard response form, available at council offices, libraries or by contacting the Minerals & Waste Policy Team:

   - m-wplans@gloucestershire.gov.uk
   - Minerals & Waste Planning Policy
     Environment Directorate
     Gloucestershire County Council
     Shire Hall, Gloucester GL1 2TH
   - 01452 505345

9. To comply with legal regulations we need to receive your comments by **13th March 2008**.

10. A report summarizing the responses made to the WCS Preferred Options will be published following the consultation process. Your comments will be used to help us finalize the strategy to be set out in the version that will be submitted to the Secretary of State for public examination – called the 'submission' document. Subject to the outcomes of this community engagement we will be working towards submitting the WCS in December 2008.

Key Milestones

11. The timetable for preparing the WCS is set out in the Minerals and Waste Development Scheme. Our strategy for engaging with the community is detailed in our Statement of Community Involvement (adopted December 2005). The key milestones for the WCS are:

   - **July 2005** Begin Preparation of WCS
   - **Mar 2006** Stakeholder forum to help develop Issues & Options
   - **July - Dec 2006** Issues and Options for formal consultation
   - **Jan - Dec 2007** Further evidence gathering and preparation of Preferred Options based on evidence gathering
   - **Jan - March 2008** 6 week consultation on Preferred Options for the WCS
   - **Dec 2008** Submission of WCS to Secretary of State
   - **Jun 2009** Independent Examination
   - **Dec 2009** Adoption of WCS

Planning Policy

12. We, as a society, produce more waste than ever before. Everybody produces waste and yet few people are happy if a waste management facility is proposed near to their home or workplace. Until we as individuals, and as a wider society, stop producing waste the problem of what to do with it will remain. To manage waste sustainably the national policy approach in England is based on implementing the waste hierarchy (see Figure 1).

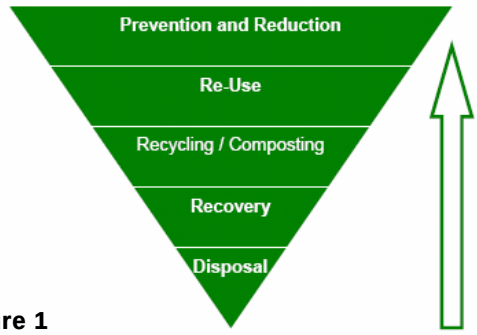

Figure 1
The Waste Hierarchy

13. However, the way that we manage our waste in Gloucestershire has been dominated by landfilling. Currently a significant amount of waste, which could be re-used or recycled, is dumped into landfill sites. For many it is out-of-sight and out-of-mind.

14. This approach puts additional pressure on resources, which could otherwise be offset by reuse or recycling of waste, and will soon contravene National and European regulations. Waste therefore needs to be considered as a resource, rather than something to be discarded.

15. Communal ownership and responsibility for waste is fundamental to achieving a solution. The WCS seeks to address this problem by providing a **vision** for where we want to be, and a **spatial strategy** to achieve it.

16. There are a number of important pieces of national and regional planning policy that affect the way we manage our waste. The key ones that have guided preparation of this preferred options document are:

- Planning Policy Statement 10 'Planning and Waste Management'
- National Waste Strategy 2007
- South West Regional Spatial Strategy (Submission Draft, June 2006)
- From Rubbish to Resource – the South West Regional Waste Management Strategy 2004

17. In addition there are other plans, policies and strategies that affect and influence the preparation of the preferred options. These are set out in detail in the background *technical evidence papers* that accompany this WCS and are signposted throughout the document.

18. In summary, the aim of these strategies, policies and legislation is to move waste management practices away from landfill towards more sustainable methods of waste management and resource recovery by reflecting the waste hierarchy.

Climate Change

19. Climate change is a key global issue affecting our planet. Managing waste in a sustainable way can assist in reducing the emissions that cause climate change. The WCS can assist by delivering the waste hierarchy through practical measures to reduce the waste that we produce, making the best use of that which is produced, and making provision for facilities to sustainably treat and dispose of waste that cannot realistically be re-used or recycled. This accords with the approach set out in Gloucestershire's Community Strategy.

Sustainability Appraisal

20. A sustainability appraisal has been prepared alongside this Preferred Options report. The process considers the issues of sustainability and climate change for each of the proposals and policy options put forward. The sustainability appraisal process accords with the European Directive 2001/42/EC, which requires certain plans and programmes to be assessed for their potential environmental impacts.

21. An 'Appropriate Assessment' has also been completed to specifically consider the potential impacts of the Preferred Options upon protected international habitat designations in and around Gloucestershire. Both the sustainability appraisal and the Appropriate Assessment reports are available to view on the County Council's webpage.

Section 2
This is Gloucestershire: A Spatial Portrait

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22. This section of the document paints a spatial portrait of Gloucestershire. It identifies the variety of strategically important issues for Gloucestershire's WCS to address. More information can be found in the Technical Evidence Papers: WCS-B 'Spatial Portrait and Vision'.

Administration

23. There are six district councils in the County: Cheltenham Borough; Cotswold District; the Forest of Dean District; Gloucester City; Stroud District; and Tewkesbury Borough (see Figure 2).

Figure 2 The County of Gloucestershire

24. Gloucestershire lies in the South West region of England, bordering the regions of the South East, the West Midlands and Wales (see Figure 3). It is adjacent to Herefordshire, Monmouthshire, Oxfordshire, South Gloucestershire, Swindon, Warwickshire, Wiltshire and Worcestershire.

Figure 3 The Regions of England

25. The County has a population of approximately 565,000; the two largest urban areas are Gloucester and Cheltenham. The emerging Regional Spatial Strategy for the South West suggests a possible increase in the population of around 69,000 by 2026.

Transport

26. Transport matters are illustrated on Figure 4 (overleaf). More information on transport issues is contained in the Joint Technical Paper WCS-MCS-B 'Transport'.

27. The M5 provides the main north-south route through the County. There are 6 motorway junctions on the M5 in Gloucestershire. The M50 crosses the north of County and the M4 and M48 pass below the southern boundary. There is a network of 'A' roads in Gloucestershire providing access to some of the more rural areas.

28. Sharpness Docks on the Bristol Channel provides extensive cargo-handling facilities and port-related services. It handles cargoes such as dry bulks, minerals and timbers. Additionally there is a navigable canal and historic dock facilities in Gloucester. The rail network in Gloucestershire contains four trunk lines and rail freight handling depots: Ashchurch; Gloucester; Lydney; and Sharpness.

Industry and Economics

29. Gloucestershire lies at a trade routes crossroads between Wales and London and the Midlands and the South West.

30. It is a predominantly rural county with three quarters of the countryside being used for agriculture. Cropping is the main activity, though there are large areas used for forestry and sheep/cattle/dairy farming.

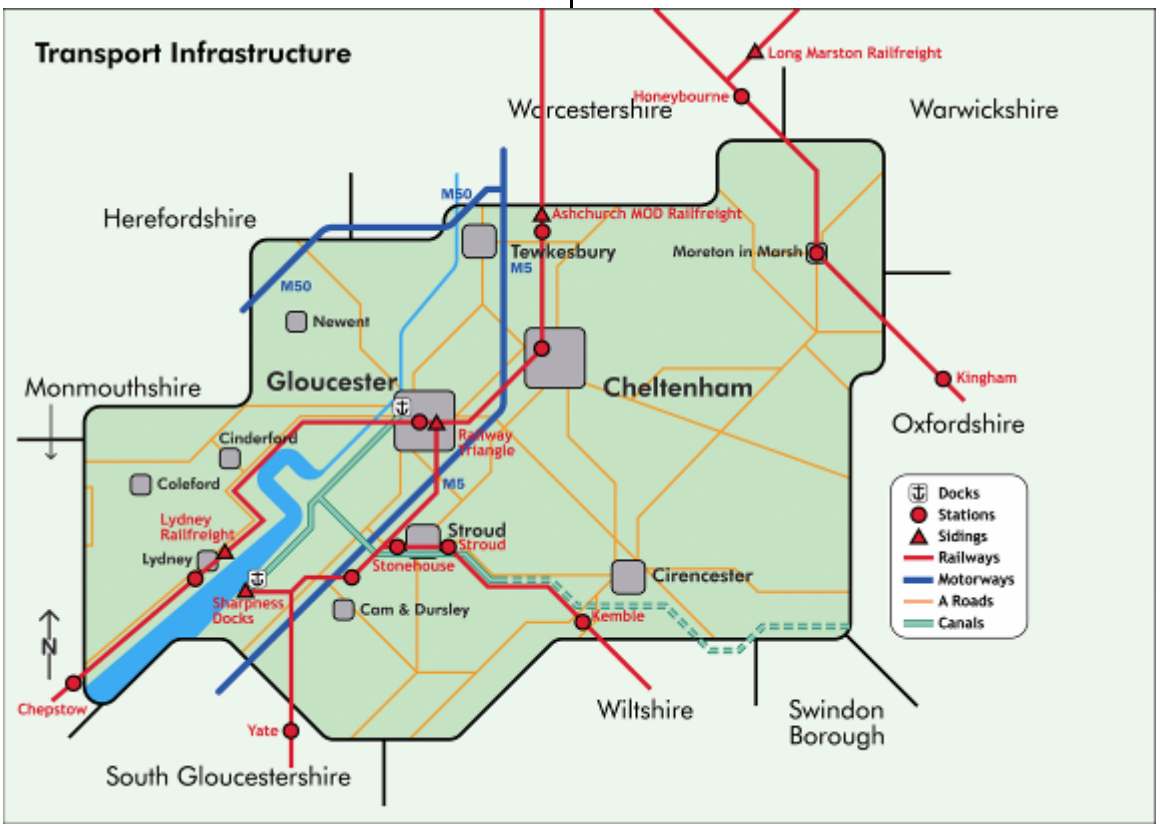
Environment

31. Gloucestershire's landscape is characterised by three distinct areas. The **Forest of Dean**, an ancient forest and old mining area with scattered communities. The **Severn Vale**, which is a mainly flat area that contains the majority of the County's population. And the upland limestone areas of the **Cotswolds and Stroud**.

32. The Cotswolds Area of Outstanding Natural Beauty is one of the UK's largest such designations. The Wye Valley and part of the Malvern Hills Areas of Outstanding Natural Beauty are also within the County (Figure 5).

33. The River Severn runs north-south through the centre of the County. The River Wye runs along the western edge of the Forest of Dean, and the River Thames has its source near Kemble in the Cotswolds.

Figure 4



34. Gloucestershire has many national / international nature conservation designations, including: Ramsar Sites (Walmore Common and the Severn Estuary); Special Protection Areas & Special Areas of Conservation; and over 100 Sites of Special Scientific Interest.

35. The Gloucestershire Biodiversity Action Plan provides a framework for the conservation of biodiversity based on targeting resources towards protecting priority habitats. More information on biodiversity is contained in the Joint Technical Evidence Paper WCS-MCS-5 Ecology. The water environment is considered in the Joint Technical Paper WCS-MCS-D 'Hydrological Issues'

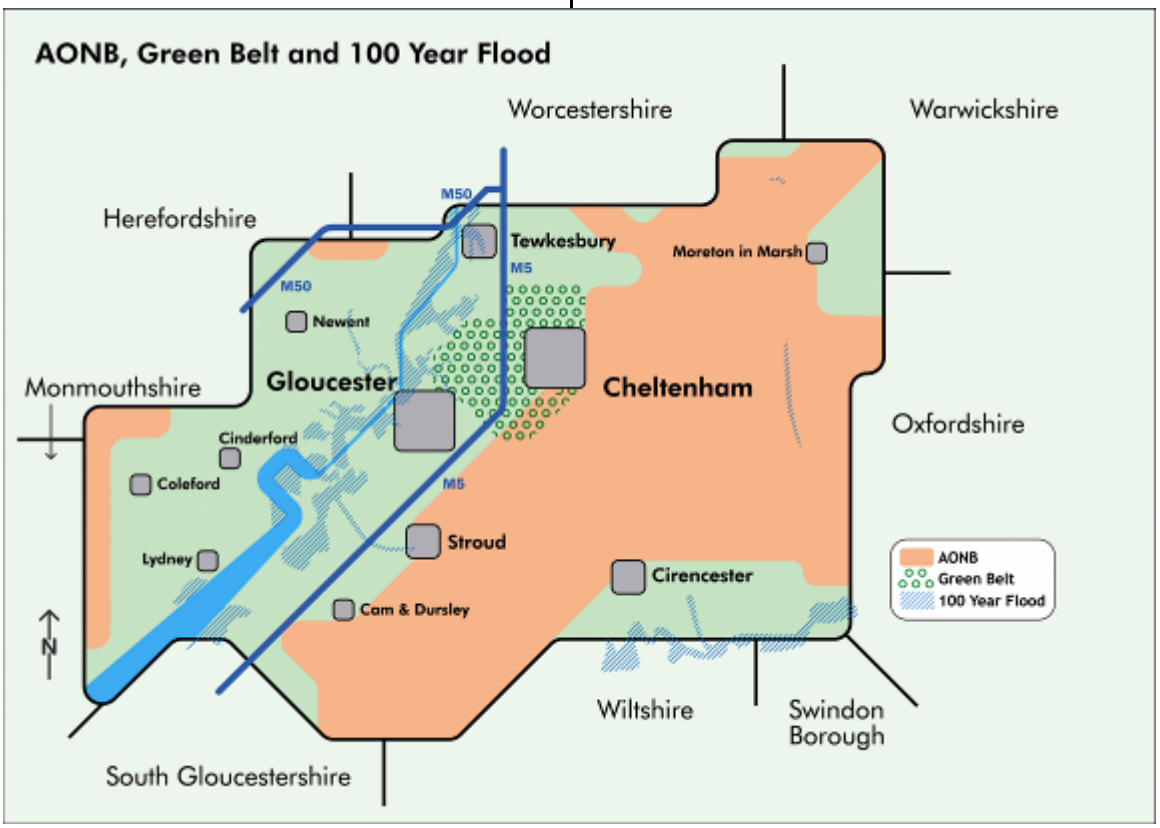
Waste Arisings and Facilities

36. There is over 1.2 million tonnes of waste managed each year in the County, split between four main types, or 'streams', of waste:

- Municipal solid waste (MSW)
- Commercial and industrial waste (C&I)
- Construction and demolition waste (C&D)
- Hazardous waste.

37. Figure 6 provides an indication of how municipal waste (i.e. that collected from households) is managed in the County. Green waste is taken for composting at four sites, dispersed around the county. Residual waste, which is currently landfilled, is sent to two sites in the centre of the County: Hempstead (Gloucester); and Wingmoor Farm (Bishop's Cleeve, Cheltenham).

Figure 5



38. Detailed information on waste data can be found in the Technical Evidence Paper WCS-A 'Data'. The split between waste streams is set out in Table 1 (below).

Table 1: Licensed Waste Management in Gloucestershire ('000 tonnes)

Waste Stream	Base Year*	Total
MSW	2006/07	324
C&I (including metals)	2005	462
C&D	2005	403
Hazardous	2004	72
Total		**1,261**

*Please note that there are different base years used due to the availability of data.

Gloucestershire currently has a range of facilities for managing this waste (see Tables 2 & 3).

Table 2: Licensed Waste Facility Annual Capacity in Gloucestershire ('000 tonnes) September 2007

Waste Facility Type	Capacity
Windrow Composting (MSW and C&I)	69 and 10
In Vessel Composting (MSW and C&I)	60 and 48
Household Recycling Centres	81
MSW Transfer Stations	107
C&I Re-use/Recycling	161
MSW Recovery/Treatment	0
C&I Recovery/Treatment (including transfer)	160
Metal Recycling Sites	261
Metals Transfer	125
C&D Management (Recycling/Transfer/Treatment)	520
Hazardous Waste Transfer (short term)	3 (throughput 2004)
Hazardous Waste Management (Treatment/Recycling)	38 (throughput 2004)

Figure 6

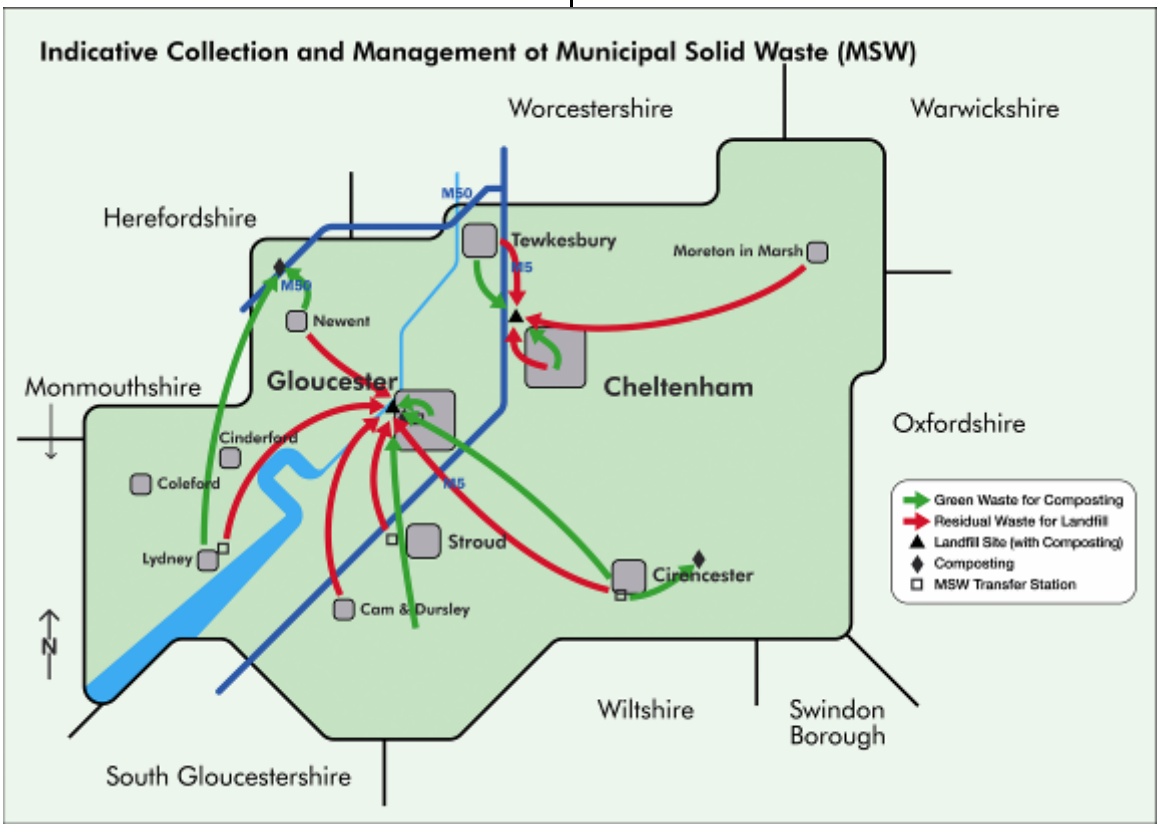


Table 3: Gloucestershire Landfill Capacity ('000 m^3)	
Biodegradable/Inert landfill voidspace	8900 m^3
Inert landfill voidspace (Exemptions)	1250 m^3
Hazardous landfill voidspace	3500 m^3

The Key Challenges for Gloucestershire

"Waste management is a really, really big changing area, the days of throwing rubbish into the ground and forgetting about it are gone"

Peter Bungard
Chief Executive, Gloucestershire County Council
(Pete's Podcast No.4, October 2007)

39. **Reducing the amount of waste produced** is the overarching objective of the WCS. Whilst on its own the WCS cannot achieve zero waste it can play an important role in encouraging people to reduce the waste they produce through assisting the work of other organisations and agencies, for example the waste disposal and collection teams at the County and District Councils. A supplementary planning document has been prepared by the County Council in conjunction with the six district councils to make this a requirement as part of a planning application.

40. The key challenges for Gloucestershire in terms of meeting targets for recycling/composting and reducing landfilling are contained in the Technical Evidence Paper WCS-A 'Data'. The regional capacity requirements for Gloucestershire are set out in Appendix B of this document.

41. In summary, Gloucestershire will require the following additional capacity to manage its waste:

For **MSW**:

- Between 11kt and 26kt IVC capacity
- 76kt recycling capacity
- 150kt –270kt residual treatment capacity

To manage **C&I waste** the following additional capacity is needed:

- By 2020/21 additional diversion of 145kt per annum from landfill (assuming 0% growth in this waste stream).

To manage **C&D waste** the following additional capacity is required:

- By 2012 diversion of an additional 111kt per annum from landfill – to halve the amount currently being sent to licensed landfill sites.
- 'Exempt' capacity to use inert material for land restoration (e.g. worked out mineral sites)

42. Although there are currently no specific targets on **hazardous waste** and no requirement to make specific capacity provision to manage this waste stream. The key issue for the WCS is to set an appropriate framework for determining the 'environmental acceptability' of existing sites in accordance with Regional Spatial Strategy draft policy W3, see Technical Paper WCS-M 'Environmental Acceptability'.

43. The remainder of this document sets out preferred options as to how we intend to rise to, and meet these challenges for waste management in Gloucestershire.

Section 3
The Vision and Strategic Objectives

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The Vision and Strategic Objectives

44. This sections sets out the preferred option for a spatial vision and strategic objectives for the sustainable management of waste in Gloucestershire. It also considers the issues of: the spatial strategy; 'environmental acceptability'; 'cumulative impact'; and land use designations.

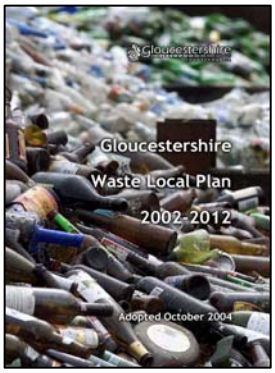
The Vision for Gloucestershire

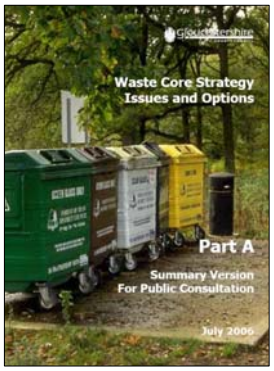
45. The vision for sustainable waste management in Gloucestershire provides the direction for the WCS. It is therefore fundamental to the balance of content within the WCS.

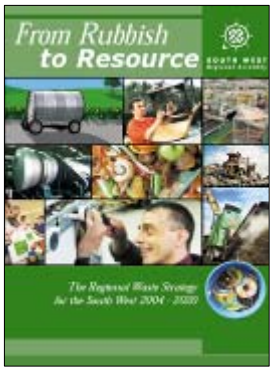
46. The vision options were considered by participants of a forum in March 2006. Detailed information on how the preferred option for the vision came about can be found in Technical Evidence Paper WCS-B 'Spatial Portrait and Vision'.

47. There are a number of key documents that set out their 'vision' for the County:

- Gloucestershire Waste Local Plan (adopted Oct 2004)
- Gloucestershire Waste Core Strategy Issues & Options papers (July 2006)
- Gloucestershire Joint Municipal Waste Management Strategy (2007)
- Sustainable Community Strategy for Gloucestershire (2007)
- Regional Waste Management Strategy for the South West (2004)







48. The proposed vision below draws on these strategies whilst trying to present a succinct basis for future waste action.

WPO1 - Preferred Spatial Vision for Gloucestershire

By 2026 Gloucestershire will be a clean, green, healthy and a safe place in which to live, work and visit. It will be a County whose inhabitants proactively minimise waste production to achieve zero growth by 2020

and where opportunities for re-using and recycling waste are maximised.

This will be delivered through a sustainable waste management system that: raises public awareness about waste minimisation; views waste as a resource; provides everyone with localised access to recycling facilities; supports markets for recyclable materials; and delivers a network of sites that enable maximum diversion of waste from landfill.

Sufficient waste management facilities will be provided to enable all households in Gloucestershire to recycle and compost at least 70% of their rubbish by April 2010, with an 80% participation rate by 2020.

Gloucestershire's communities, key landscape / environmental assets and land liable to flooding will be safeguarded from the adverse impacts from waste management activities. Major waste facilities will be located in the central area of Gloucestershire proximate to the main urban areas along the M5 corridor. Smaller supporting facilities will be dispersed around the County.

49. In applying the principles of spatial planning the vision emphasises the local distinctiveness of the County's nationally acclaimed landscape assets (in the Forest and Cotswolds/Stroud valleys areas) and liability to flooding in its central area, but retains a focus on delivery by identifying the broad location in which strategic waste management facilities should be located in accordance with the Regional Spatial Strategy. This approach avoids containing an *"undeliverable 'wish-list' or require unrealistic levels of resources" (*PPS12 companion guide, paragraph 2.3*)*.

Strategic Objectives

50. The Issues & Options discussion papers proposed 14 aims and objectives. However, at the request of stakeholders during a waste forum (March 2006), these have been simplified, with planning jargon removed, and where possible objectives have been combined.

51. This has resulted in five strategic objectives to meet the spatial vision. Detailed information on how the preferred option for the strategic objectives came about and the strategy for delivery can be found in Technical Evidence Paper WCS-B 'Spatial Portrait and Vision'.

WPO2 - Preferred option for the strategic objectives

A. To influence Gloucestershire's residents to reduce the amount of waste they produce through raising awareness of waste issues. And then subsequently to encourage them to view any waste they do generate as a resource for which they must take communal responsibility.

B. To make the best use of Gloucestershire's waste by encouraging competitive markets for goods made from recycled materials and obtaining a benefit (value) from left over (residual) waste materials.

C. To preserve and enhance the quality of Gloucestershire's environment and to avoid undesirable environmental effects, including risks to human health and unacceptable impacts on designated landscapes / nature conservation sites.

D. To reduce the environmental impacts of transporting waste by managing the majority of Gloucestershire's waste within a reasonable distance from its source of arising, and to encourage the use of sustainable means of transporting waste.

E. To co-locate similar or related facilities on existing waste sites or previously developed sites in preference to undesignated green-field locations (where appropriate) and to safeguard such land from development that may prevent this use.

52. The subsequent sections in this document are in the same order as the strategic objectives and set out preferred options for meeting them.

Paper sorting for recycling

Spatial Strategy (provision & location)

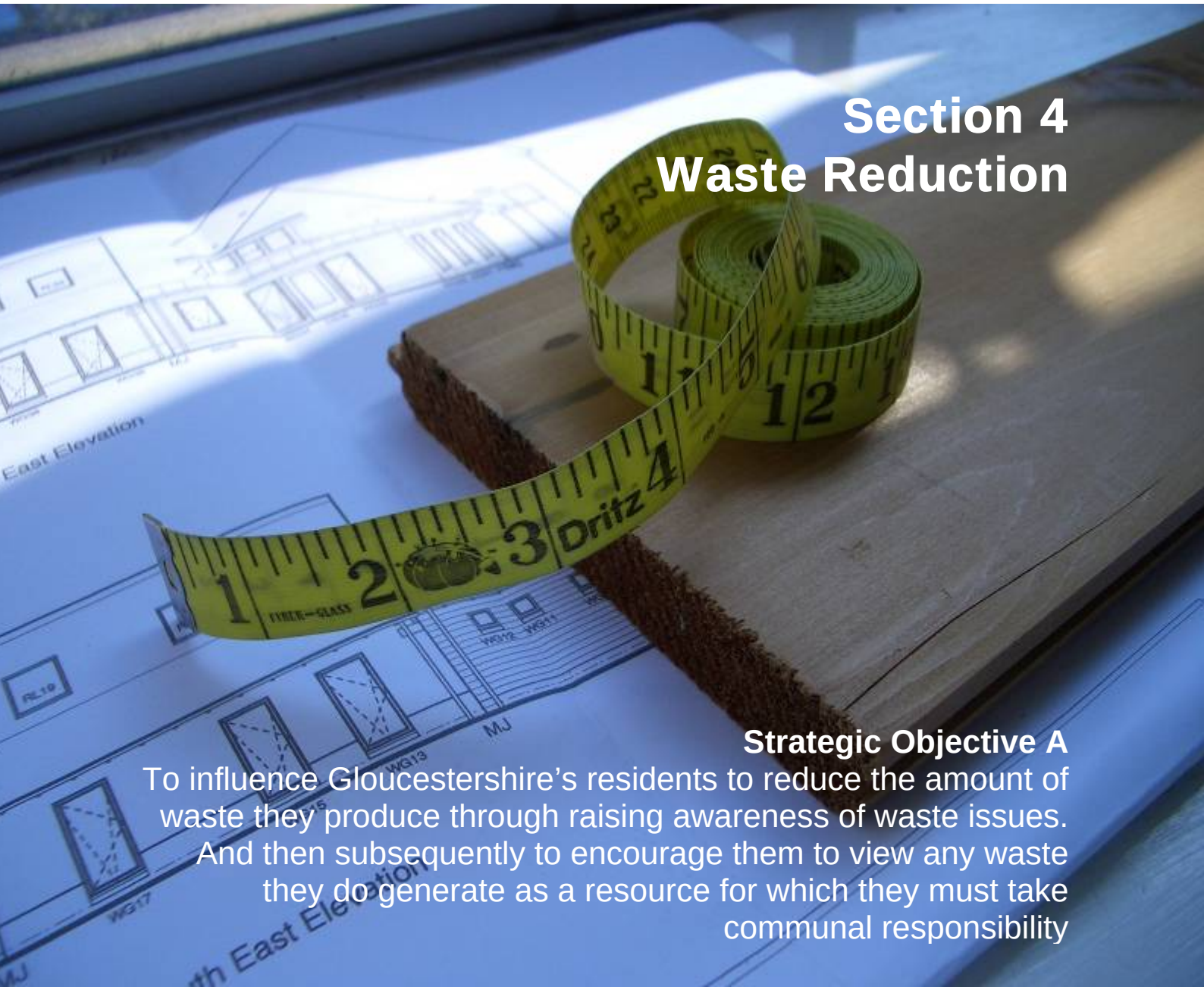
53. The 'spatial strategy' is the method for delivering the vision and the strategic objectives. For waste planning this is largely, though not solely, related to the matter of appropriate *provision* of facilities. Provision is based on the analysis of data in relation to existing and likely future requirements.

54. The Regional Spatial Strategy for the South West sets out the amount of waste facility capacity that Gloucestershire has to make provision for, including the broad locations for these facilities. For ease of reference the regional targets for Gloucestershire are set out in Appendix B of this paper.

55. The preferred options for making provision for these facilities is contained in Section 5 of this paper whilst the identification of broad locations for strategic waste management facilities is set out in Section 6. Whilst strategic facilities are likely to be predominantly waste 'treatment' facilities (including technologies such as energy from waste), where recycling composting facilities are of a 'strategic' nature (depending on the criteria adopted for making the distinction), these too would fall to be considered under the 'broad location for strategic facilities' approach.

56. **Signposting** - Further information on these key issues is set out in the following evidence papers:

- **Data** - WCS-A 'Waste Data'
- **Location** - WCS-C 'Broad Locational Analysis'
- **Provision** - WCS-F 'Making Provision'



Section 4
Waste Reduction

Strategic Objective A

To influence Gloucestershire's residents to reduce the amount of waste they produce through raising awareness of waste issues. And then subsequently to encourage them to view any waste they do generate as a resource for which they must take communal responsibility

Section 4
Waste Reduction (Strategic Objective A)

57. This section relates to the reduction element of the waste hierarchy. It is about how the WPA will work with other organisations and authorities to proactively reduce the amount of waste arising in Gloucestershire. More evidence in respect of this issue can be found in Evidence Paper WCS-D ' Implementing the Waste Hierarchy'.

Policy Context

Adopted Policy

58. PPS10 states that *"proposed new development should be supported by site waste management plans"* (paragraph 34). These however, at present, are not mandatory although the Government is consulting on the issue.

59. The current adopted policy for minimising waste in Gloucestershire is set out in the Waste Local Plan (WLP):

WLP Policy 36 – Waste Minimisation

Proposals for development requiring planning permission shall include a scheme for sustainable management of the waste generated by the development during construction and during subsequent occupation. The scheme shall include measures to:

i. Minimise, re-use and recycle waste; and

ii. Minimise the use of raw materials; and

iii. Minimise the pollution potential of unavoidable waste; and

iv. Dispose of unavoidable waste in an environmentally acceptable manner;

Initiatives to reduce waste generation will be encouraged throughout the County.

60. Additionally, the Waste Planning Authority adopted a Supplementary Planning Document (SPD) 'Minimising Waste in Development Projects' (Sept 2006). This was prepared in partnership with the six district planning authorities who have a key role to play in its implementation and delivery. The key requirement of this document is that developers of schemes above a threshold size are required to submit a waste statement alongside their planning application. The content of this statement is guided by a '10-point' checklist (see page 6 of the SPD).

Emerging Policy

61. While Site Waste Management Plans are currently encouraged but are not mandatory, the Government (through the Department for Environment, Food and Rural Affairs [DEFRA]) are consulting on whether these should be made a legal requirement of a construction project. Implementation and enforcement would be by local authorities, either through the planning system or building control. There are also relationships with other aspects of sustainable construction, such as energy efficiency, which is also emerging through national and regional policy.

62. The South West Regional Spatial Strategy (RSS) draft policy on this issue states:

RSS Policy W4 - Controlling, Re-using and Recycling Waste in Development

All proposals for larger-scale development should include as part of the planning application a report comprising an audit of waste materials on site and proposals for how waste will be managed over the lifetime of the development.

Preferred Options for Minimising Waste

63. There is support for both rolling forward the Waste Local Plan Policy 36 and also for preparing a new policy approach. The latter would include thresholds actually within the policy for submitting a waste minimisation statement alongside a planning application. These thresholds were identified and considered during preparation of the waste minimisation supplementary planning document.

64. Three preferred options have subsequently been prepared, all of which draw upon the evidence base for the SPD. The first (WPO3a) is a flexible approach that allows requirements to change over time as new local/regional/national approaches are introduced (effectively rolling forward Policy 36). The second (WPO3b) is also a flexible approach, but is based on the 'principles of waste minimisation'. The third (WPO3c) is a rigid criterion based policy that reflects the '10 point checklist' set out in the adopted SPD.

65. Please note that for each of these options text would be provided in support of the policy that sets out the principles of waste minimisation. These are:

- To design proposals sustainably;
- To reduce the amount of waste generated from development;
- To conserve natural resources through re-using waste arising from construction;
- To re-use waste materials on-site to reduce transportation;
- To use recycled materials where possible;
- To reduce waste generation during the operational lifetime of the development, and facilitate recycling where waste does arise.

WPO3a

This option effectively rolls forward Waste Local Plan Policy 36 with a few word changes to strengthen the policy.

Proposals for major development requiring planning permission must include a scheme for sustainable management of the waste generated by the development during construction and during subsequent occupation. The scheme will include measures to:

i. Minimise, re-use and recycle waste; and
ii. Minimise the use of construction materials; and
iii. Minimise the pollution potential of unavoidable waste; and
iv. Dispose of waste that cannot satisfactorily be re-used/recycled in an environmentally acceptable manner.

The WPA will proactively pursue initiatives to reduce waste generation in Gloucestershire.

WPO3b

This approach is led by the principles of waste minimisation and as such provides a flexible approach to waste minimisation.

All development requiring planning permission shall abide by the principles of waste minimisation. This includes development that produces hazardous waste as a by-product of its processes.

Development exceeding the Government's 'major development' threshold will be required to submit a statement alongside the application setting out how waste arising during the demolition, construction and occupation (including operational processes) of the development is to be minimised and managed. The statement should also demonstrate how the developer has incorporated recycling* provision into the occupational life of the development.

[*for residential development the term 'recycling' also refers to home composting activities – either individual or communal]

WPO3c
This approach is more rigid than the first two policy options in that it states what exactly the applicant/developer needs to provide in support of their proposals.

Planning applications for major development shall be accompanied by a statement setting out how waste generated during construction/ demolition and subsequent occupation of the development is to be managed. The statement shall include:

- Evidence that the scheme's design has incorporated reasonable steps to eliminate waste and that sustainable construction techniques have been considered.
- A commitment to use materials comprised of recycled content.
- The tonnage of waste materials likely to arise, set out by material type (e.g. wood, brick/concrete, soils, plastics etc)
- A method for auditing construction and demolition waste including how waste materials arising during demolition and construction will be segregated and re-used on-site wherever possible, or, where this is not possible, re-used off-site.
- Evidence that hazardous waste arisings have been minimised, and where unavoidable suitable provision been made for handling on-site.
- Demonstration that waste collection authority advice has been obtained on recycling box / residual bin requirements and that there is adequate access for waste collection vehicles and their operatives.
- Where appropriate developers will be expected to contribute towards managing the waste likely to be generated from their proposal.

66. The first two options (WPO3a & WPO3b) are the more flexible in that their detailed implementation is provided by the SPD on waste minimisation (adopted Sept 2006). However, option WPO3a does not explicitly address the issue of hazardous waste production.

67. Policy option WPO3c sets out specific criteria that developers are expected to provide in their statements (the criteria summarise those contained in the SPD checklist with some additional wording to reflect the need to minimise hazardous waste arisings). However, there is a possibility if this option is followed that as new requirements emerge from regional and national government this policy could become redundant leaving the issue to be determined on its merits against national policy.

68. Option WPO3b provides a concise, strategic and flexible approach that should not quickly become outdated as new techniques, guidance and initiatives come forward. The Waste Planning Authority favours this option as the policy does not seek to duplicate detailed implementation aspects that may change over time.

69. The method for implementing the waste minimisation strategy is set out in Section 7 of this preferred options paper. Other parts of the delivery mechanism for Strategic Objective A (as referred to in WPO2) are set out in Technical Evidence Paper WCS-B 'Spatial Portrait and Vision'. Some aspects relate to operational issues for the Waste Disposal authority and Waste Collection Authorities through education, awareness and other implementation programmes. In part the objective is also met through the network of local facilities and therefore has a relationship with the residual waste strategy for municipal solid waste (see Section 6).

Section 5
Re-use, Recycling, Composting and Recovery Strategy

Strategic Objective B

To make the best use of Gloucestershire's waste by encouraging competitive markets for goods made from recycled materials and obtaining a benefit (value) from left over (residual) waste materials

Section 5
Re-use, Recycling, Composting and Recovery Strategy (Strategic Objective B)

70. This section puts forward policy options for encouraging the re-use and recycling of waste materials (including transfer/bulking up) and the composting of organic waste (through windrow and in-vessel activities). Developing markets for recycled products to 'close the loop' is also considered along with the strategy for making provision for facilities that treat waste in such a way as to derive 'value' (or energy) from the materials.

71. There are effectively four ways to make provision for waste management facilities:

- By identifying specific sites
- By identifying broad locations for facilities
- By setting out criteria based policies against which 'windfall' proposals will be judged
- A combination of the above three

Consideration of the advantages and disadvantages of these different approaches is set out in Technical Evidence Paper WCS-F 'Making Provision for Waste Management Facilities'.

72. For municipal waste the approach used in the WCS will be informed by the Joint Municipal Waste Management Strategy. Other waste streams (C&I and C&D in particular) are driven by the waste hierarchy (see section 1) and provision needs to ensure that it does not stifle competition or innovation in the waste industry.

Re-use of Materials

- **Re-use** incorporates activities whereby waste materials are returned to a use without significant alteration or processing.

73. Examples of re-use could include charity shops, bottle returns, used car sales etc. Whilst such activities fall beyond the scope of traditional land-use planning they form an important element of the wider waste management function. Another example of re-using materials that would otherwise be classed as waste is through commercial waste exchange (called the 'industrial symbiosis programme').

74. The issue of waste re-use is considered in the previous section as part of the waste minimisation issue. More information on re-use is set out in the technical evidence paper WCS-D 'Implementing the Waste Hierarchy'.

Furniture re-use

Recycling and Composting

- **Recycling** involves altering the physical form of waste for use in manufacturing a new product.

- **Composting** is the biological decomposition of organic materials such as leaves, grass clippings, brush, and food waste into a soil amendment.

75. Encouraging greater recycling and composting of waste is a key objective of the WCS. When pursuing such a strategy being able to offer flexibility in site location/availability was generally considered to be an important aspect by stakeholders during evidence gathering (see Technical Evidence Paper WCS-F 'Making Provision for Waste Management Facilities'). Figure 6 (earlier) illustrates the indicative movements of compostable and residual MSW.

Windrow composting

76. Whilst specific site allocations that do not have landowner support potentially place unnecessary barriers in the way of other sites coming forward this could potentially be overcome by identifying areas of search for waste management facilities towards the top of the hierarchy. However, such a search area would necessarily cover most of the county in order to maximise opportunities to divert waste. Consequently a site specific or area of search approach is not favoured for this waste management activity.

In-vessel composting facility

77. The criteria based approach for encouraging the development of local facilities for composting and recycling operations was almost unanimously supported by stakeholders at the waste forum (October 2007) as the best way to make provision for local waste management facilities. Such an approach is likely to relate mainly to composting and recycling facilities (including bulking-up and transfer operations), as opposed to recovery facilities, which are likely to be predominantly strategic. Facilities for bulking-up or transferring waste are included within this category of waste management facility because waste materials passing through such facilities are generally destined for further processing operations.

78. The distinction between local and strategic facilities is based upon a 50,000 tonnes per annum throughput threshold, which is derived from the Government's Environmental Impact Assessment advice (contained in Circular 02/99). This issue is considered in Technical Evidence Paper WCS-F 'Making Provision for Waste Management facilities.

79. Criteria for such an approach could include the issues set out in PPS10 (paragraph 21 and Annex E). A particular criterion that was raised

at both waste forum events (March 2006 and October 2007) was the opportunity for on-farm composting schemes as part of farm diversification. This is supported by national guidance in PPS10 (paragraph 21(ii)) and in the emerging South West Regional Spatial Strategy (paragraph 7.4.8).

Materials recovery facility (sorting & bulking)

80. The following four options set out ways that such a policy could be progressed in the WCS:

WPO4a
Criteria based approach on a case-by-case basis (strategic & local composting/recycling facilities)

Proposals for recycling and composting facilities will be approved subject to meeting the following criteria:

i. The impact on neighbouring land uses is acceptable (proposals for composting must be at least 250m from sensitive land-uses unless it can be satisfactorily demonstrated it can operate in closer proximity).

ii. The highway access is suitable for the proposed vehicle movements.

iii. They contribute towards providing a sustainable waste management system for Gloucestershire.

WPO4b
Criteria for site identification in a development plan document (strategic & local composting/ recycling facilities)

Sites for composting and recycling in Gloucestershire will be identified in a site allocations development plan document. Physical and environmental constraints, including the impact on neighbouring land uses, will be a key consideration.

The following search criteria will be used as the basis for selecting sites with priority being given to:

i. Previously-developed land and redundant rural buildings, including farm diversification opportunities.

ii. Co-location with complementary or similar existing operations.

iii. Sites within* or on the edge of towns.

iv. Sites in the central Severn Vale that can serve a wide market area.

*In the case of composting it may prove difficult to locate within urban areas due to a 250m buffer generally required for issues relating to bioaerosols. However this would not necessarily apply for recycling/transfer facilities.

WPO4c
Combination approach (requires two policies, one for local scale and another for strategic composting/recycling facilities)

Strategic Site Policy
Sites for strategic composting and recycling facilities in Gloucestershire will be identified in a

site allocations development plan document. Physical and environmental constraints, including the impact on neighbouring land uses, will be a key consideration. The following search criteria will be used as the basis for selecting sites with priority being given to:

i. Previously-developed land and redundant rural buildings, including farm diversification opportunities.

ii. Co-location with complementary or similar existing operations.

iii. Sites within* or on the edge of towns.

iv. Sites in the central Severn Vale that can serve a wide market area.

*In the case of composting it may prove difficult to locate within urban areas due to a 250m buffer generally required for issues relating to bioaerosols. However this would not necessarily apply for recycling/transfer facilities.

Local Site Policy
Proposals for local recycling and composting facilities will be approved subject to meeting the following criteria:

i. The impact on neighbouring land uses is acceptable (proposals for composting must be at least 250m from sensitive land-uses).

ii. The highway access is suitable for the proposed vehicle movements.

iii. They contribute towards providing a sustainable waste management system for Gloucestershire.

WPO4d
Area of Search approach (strategic & local composting/recycling facilities)

Areas of search for locating composting and recycling facilities in Gloucestershire will be identified in a site allocations development plan document. Strategic physical and environmental constraints will be a key consideration. The following search criteria will be used as the basis for selecting areas with priority being given to:

i. Areas with large waste arisings.

ii. Areas on the edge of towns.

iii. Areas in the central Severn vale that can serve a wide market area.

81. For the site specific approach (as set out in Options WPO4b, 4c & 4d), where recycling composting facilities are of a 'strategic' nature, the broad locational framework for considering the identification of such sites in a site specific development plan document is set out in the next section.

Markets for Recyclates

82. If an outlet does not exist for the material being collected, bulked and sorted then this defeats the object of recycling. Consequently the second WCS Strategic Objective seeks to encourage markets for these materials.

83. To enable economies of scale to be realised will require positive action at the regional level. The South West Regional Waste Management Strategy (RWMS) Policy P4.1 states that *"Local authorities should promote the establishment and development of businesses that process recyclates and re-use waste"*.

84. Consequently two policy options are proposed to encourage markets for recyclable materials:

WPO5a
The waste planning authority will encourage development of a 'resource economy'. Proposals for the development of markets for recycled materials, in particular, initiatives to assist small to medium sized businesses to re-use/recycle their discarded materials will be supported by the WPA.

WPO5b
In encouraging the development of a 'resource economy' the waste planning authority will work in partnership with other organisations (for example Gloucestershire First, the Gloucestershire Waste Partnership, the Waste Disposal Authority, the Gloucestershire Environment Partnership) to promote the development of markets for recycled and recovered materials and products.

Recovery

- **Recovery** includes activities such as anaerobic digestion, energy from waste, advanced thermal treatment, mechanical heat treatment, mechanical biological treatment and autoclaving.

85. The National Waste Strategy 2007 provides advice on planning for waste infrastructure and recovering energy from waste. It states that this is an approach that is necessary for *"waste which cannot sensibly be re-used or recycled"* (Chapter 5 paragraph 17). The capital investment required to design, build and operate waste management facilities that recover value (energy) from waste is such that a throughput of material is required to make them financially and operationally viable. Consequently these facilities are, in the main, likely to be 'strategic' in their characteristics.

86. The Joint Municipal Waste Management Strategy and the Residual Procurement Plan (being prepared by the Waste Disposal Authority to meet LATS[1] targets) will guide the WCS in terms of the technical specification, funding route, land requirements and timescales for recovery facilities. The WPA and Waste Disposal Authority have consequently liaised closely in the preparation of the respective strategies in order to ensure a joined up approach that delivers a sustainable waste management strategy appropriate for Gloucestershire's circumstances.

Anaerobic digestion plant

87. The Residual Procurement Plan considers five broad technology options for the treatment of residual waste:

- Mechanical biological treatment with residues going to landfill;
- Mechanical biological treatment with residues going to a combined heat and power facility;
- Autoclaving technology with residues going to a combined heat and power facility;
- Combined heat and power facility; and
- Advanced thermal treatment (gasification, pyrolysis).

88. The first three technologies offer pre-treatment of the residual waste and require outlets for the materials created by the processes. This includes a "refuse derived fuel" or "fibre" that can be used as a substitute for fossil fuels and some recyclables such as metals. Investment in

[1] The Landfill Allowance Trading Scheme sets targets for the maximum amount of biodegradable municipal waste that is allowed to be landfilled each year.

recovery facilities for other waste streams (C&I and C&D) is essentially a matter for the waste industry to pursue within the framework of the waste hierarchy and the locational strategy set out in the next section.

Advanced thermal treatment – Pyrolysis

89. The evidence set out in Technical Evidence Papers WCS-D 'Implementing the Waste Hierarchy' and WCS-F 'Making Provision for Waste Management Facilities' indicate that there are four policy options in respect of recovering value from waste (these are reproduced below as WPO6a-6d).

90. The first two (WPO6a-6b) use **criteria** for determining the appropriateness of residual waste treatment proposals and refer to 'appropriate locations'. The last two options (WPO6c-6d) are based on **identifying sites** (within a site specific development plan document) or **wider areas** (in the WCS) for such waste management facilities and have specific criteria against which sites would be considered.

91. All of these options need to be considered in conjunction with the locational strategy pursued through Strategic Objectives C, D and E (see Section 6). The locational option that is eventually adopted will clearly have an important role in determining what constitutes an appropriate location.

WPO6a

A general 'recovery' policy (i.e. not process-specific) that applies county-wide. For example rolling forward the existing Waste Local Plan Policy 15 taking into account the National Waste Strategy 2007:

Proposals for the development of residual waste facilities will be permitted in appropriate locations where it can be demonstrated that:

- the facility would be part of a sustainable waste management system; and
- in demonstrating sustainablity the facility will not manage waste that could reasonably be recycled or composted; and
- it would realize energy recovery and disposal routes for residues would be satisfactory; and
- the facility would meet the relevant policies and criteria of the development plan.

WPO6b

This approach requires the addition of a paragraph to the end of Option WPO6a to address specific MSW requirements from the Joint Municipal Waste Management Strategy Residual Procurement Plan. This option is therefore WPO6a + WPO6b.

Proposals for the development of residual waste facilities will be permitted in appropriate locations where it can be demonstrated that:

- the facility would be part of a sustainable waste management system; and
- in demonstrating sustainablity the facility will not manage waste that could reasonably be recycled or composted; and

- it would realize energy recovery and disposal routes for residues would be satisfactory; and
- the facility would meet the relevant policies and criteria of the development plan.

Proposals for the development of _____ (INSERT PREFERRED TECHNOLOGY AS STATED IN RESIDUAL PROCUREMENT PLAN) to manage municipal solid waste will be permitted in appropriate locations provided it accords with the above criteria.

WPO6c

Site Specific Approach - strategic sites will be allocated in a Waste Site Allocations development plan document based on the criteria in the policy below (locational issues relating to waste management facilities are considered in the next section)

Strategic sites for waste treatment facilities will be allocated in a site specific development plan document. Such facilities will be located in accordance the broad locational approach identified in the Waste Core Strategy, and accord with the following criteria:

a) industrial estates and employment land (allocated or permitted for B2 uses);

b) previously developed land;

c) existing waste management facilities and mineral sites.

Planning applications for local residual waste treatment facilities will be determined using the three criteria set out above.

Physical and environmental constraints, including the impact on neighbouring land uses, will be key considerations for both local and strategic sites.

WPO6d

Broad Location Approach (locational issues relating to waste management facilities are considered in the next section)

Strategic sites for accommodating waste treatment facilities should be situated within the broad locational area identified in the Waste Core Strategy. Within that area facilities are directed towards:

a) industrial estates and employment land (allocated or permitted for B2 uses);

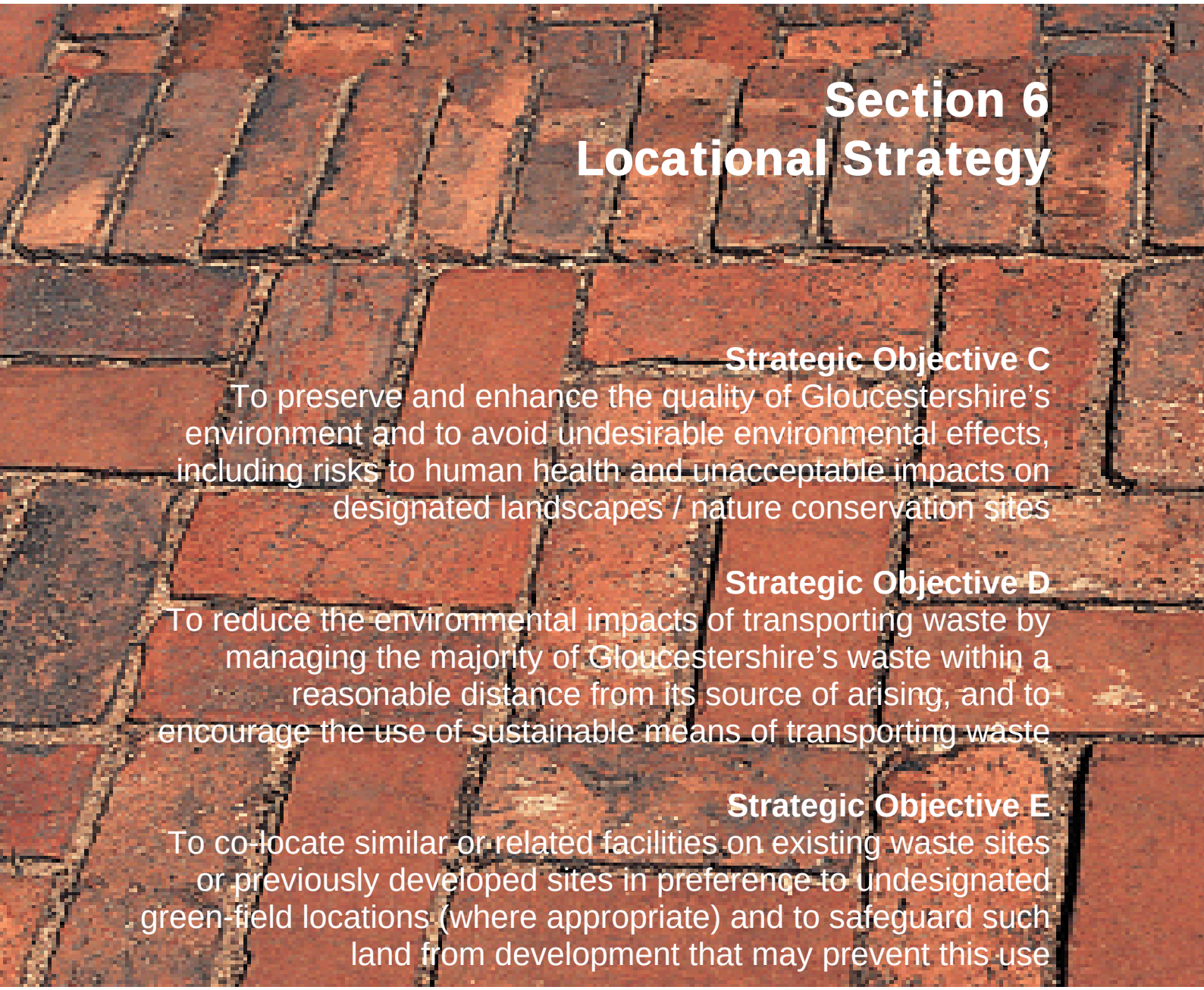
b) previously developed land;

c) existing waste management facilities and mineral sites.

Planning applications for local residual waste treatment facilities will be determined using the three criteria set out above.

Physical and environmental constraints, including the impact on neighbouring land uses, will be key considerations for both local and strategic sites.

Mechanical biological treatment facility



Section 6
Locational Strategy

Strategic Objective C

To preserve and enhance the quality of Gloucestershire's environment and to avoid undesirable environmental effects, including risks to human health and unacceptable impacts on designated landscapes / nature conservation sites.

Strategic Objective D

To reduce the environmental impacts of transporting waste by managing the majority of Gloucestershire's waste within a reasonable distance from its source of arising, and to encourage the use of sustainable means of transporting waste.

Strategic Objective E

To co-locate similar or related facilities on existing waste sites or previously developed sites in preference to undesignated green-field locations (where appropriate) and to safeguard such land from development that may prevent this use.

Section 6
Locational Strategy (Strategic Objectives C, D & E)

92. This section puts forward a number of policy options for delivering three of the strategic objectives: C, D and E. These relate to the locational strategy for making provision for strategic facilities that manage waste. The section covers the key issues of: safeguarding health and environment; finding suitable locations with compatible land uses in proximity to sources of arising; land-use designations in the planning process.

93. Whilst this section relates mainly to broad locations for strategic facilities (and therefore linking to preferred options WPO4b, 4c & 4d and WPO6d & 6e in Section 5), a network of smaller sites serving those facilities may be required around the County, for example in the Forest of Dean and Cotswolds. Subject to the outcome of consultation on the preferred options for the locational strategy, this will guide the County Council's work in the preparation of a waste site allocations document.

94. The Regional Spatial Strategy (Policy W2) advocates a sequential approach to identifying locations for new waste management facilities. Sites should be:

- within
- on the edge of, and/or
- in close proximity (within 16km) to the urban area primarily served by the facility.

95. Figure 7 (overleaf) illustrates how this 16km area of search applies to Gloucestershire. It can be seen to cover the majority of the County, only excluding small areas of land at the County's periphery and part of the Cotswolds Area of Outstanding Natural Beauty. This wide search area forms part of the first preferred option (WPO7a) for strategic waste management locations, which includes a criteria based approach.

96. By considering the main sources of waste arisings in the County i.e. the urban areas in the Severn Vale a more specific search area, around Cheltenham and Gloucester (see Figure 8), can be identified. Analysis of this search area in respect of key environmental assets (such as national landscape/nature designations) and areas susceptible to flooding (as set out in Figure 5), has allowed four zones to be identified - A, B, C & D (as shown in Figure 8).

97. Zones B & D were discounted due to flood plain and landscape issues respectively. Zone C was favoured above Zone A as it is closer to waste arisings and aligns with the existing transport network, running either side of the M5 (see Joint Technical Evidence Paper WCS-MCS-1 'Transport'). Zone C can be further divided into 5 sub-areas (see Figure 9) by considering green belt boundaries, location of existing waste facilities, and the main centres of population (and hence waste arisings). The detailed reasoning behind the origin of this area and the areas C1-C5 is contained in Technical Evidence Paper WCS-C 'Broad Locational Analysis'.

98. Other 'named' settlements in the County that don't fall within this central area of search include the three Forest towns (Coleford, Lydney and Cinderford) and Cirencester. For the purposes of sustainable waste management in Gloucestershire these 'named settlements' are to some extent peripheral to the main sources of arisings at the heart of the County and therefore do not lend themselves to a spatially desirable location for strategic waste facilities to manage Gloucester, Cheltenham, Stroud & Tewkesbury waste arisings unless such a facility were to be served by sustainable transport modes.

Figure 7 (Option WPO7a)

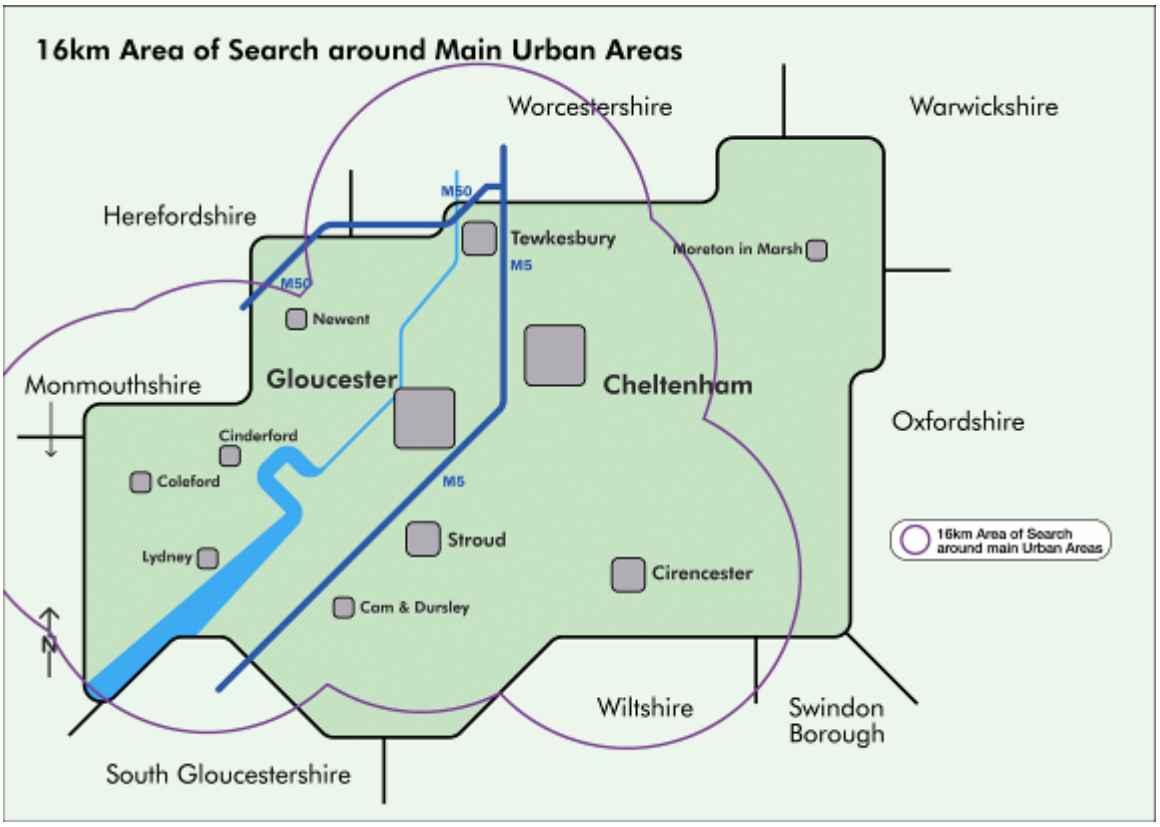
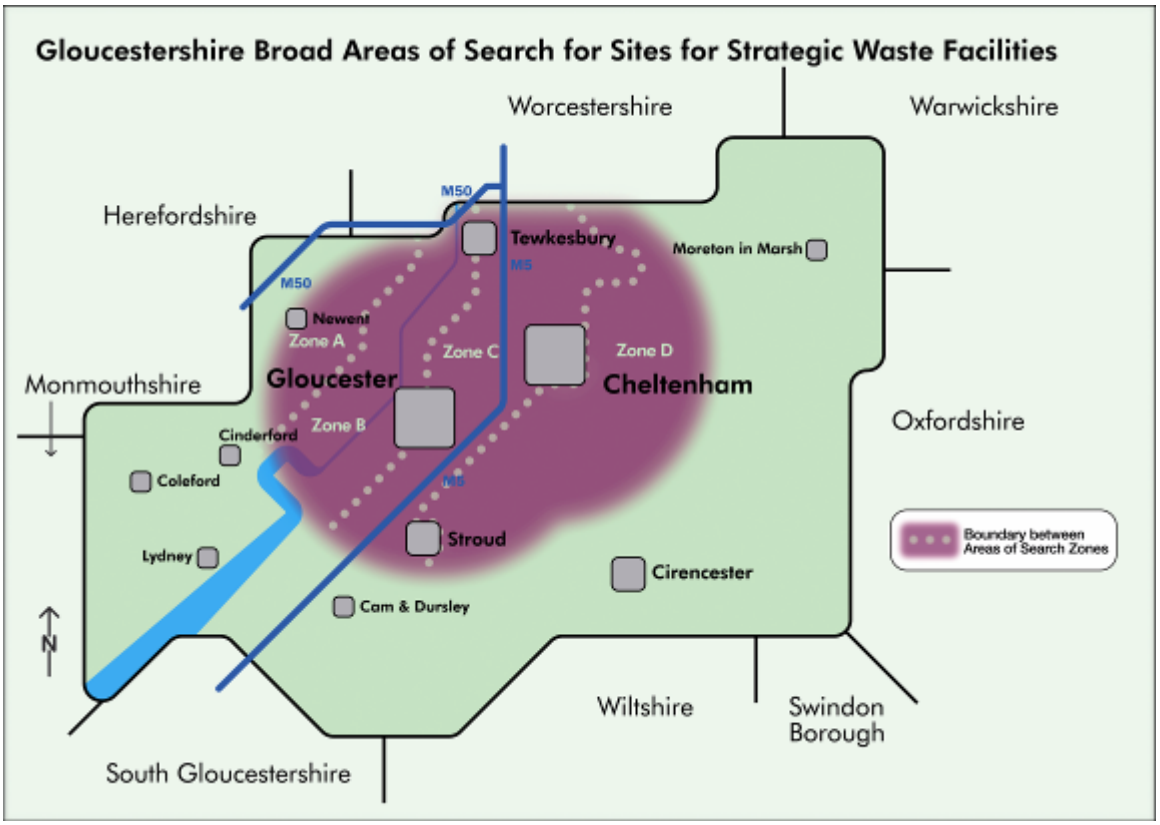


Figure 8 (Option WPO7b)



99. The diagrams used in this preferred options document are indicative and intended to provide a framework within which to prepare detailed zone boundaries as part of the process of preparing a site allocations document.

100. There are four alternatives that provide deliverable options in terms of broad locational search areas for strategic waste management facilities. These are:

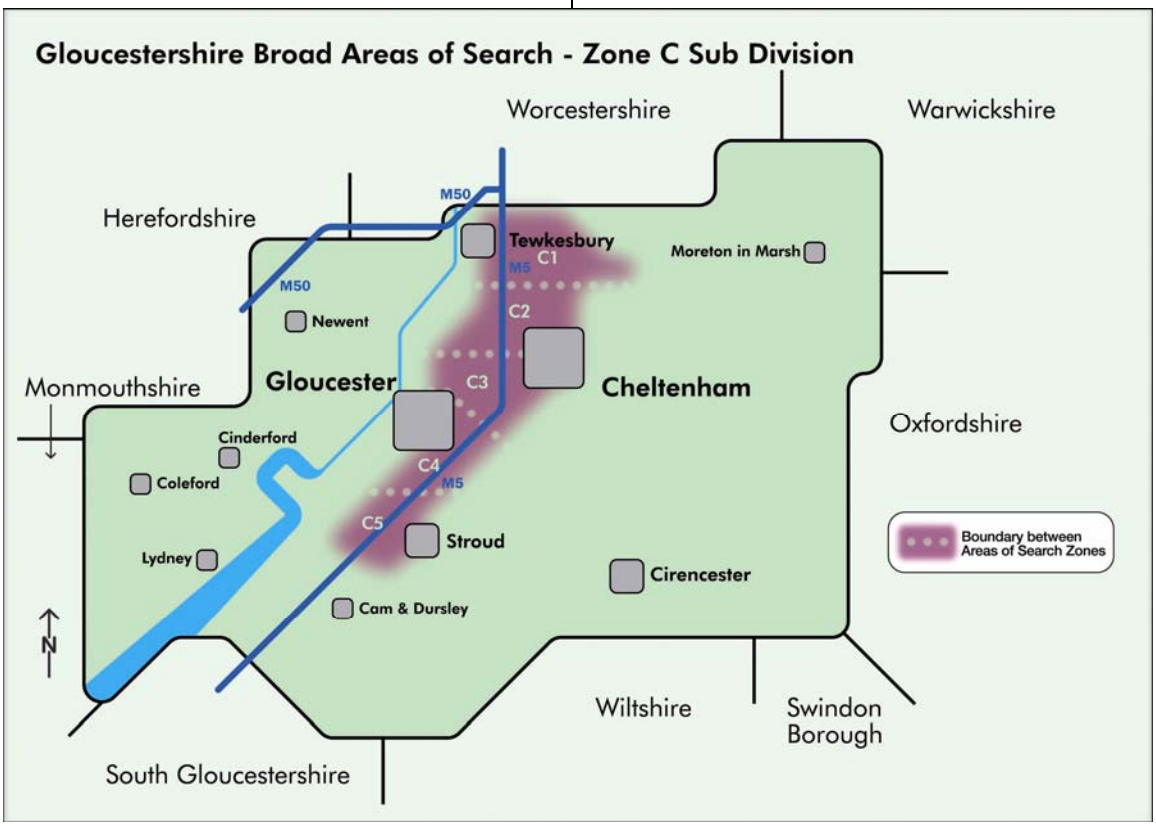
WPO7a
A broad search area based on the full 16km Regional Policy W2 (using the search criteria outlined for Options WPO7b-d). Under this approach, strategic sites that are remote from arisings could be appropriate if they are able to demonstrate sustainable transport linkages.

WPO7b
Use urban locations and the area labelled Zone C as the broad locational area in which strategic waste management facilities should be sited.

WPO7c
Use urban locations and areas labelled C2, C3 and C4 as the broad locational area in which strategic waste management facilities should be sited.

WPO7d
Use area C4 as the broad locational area for strategic waste management facilities. If land is not forthcoming then the fall-back position is to search in areas C2 and C3 and then the wider Zone C.

Figure 9 (Options WPO7c & 7d)



101. Whichever preferred option is selected (and this maybe a combination of the options shown), a set of criteria, using positive/negative locational criteria/constraints, are needed. PPS10 and the Regional Spatial Strategy search criteria focus on industrial areas (those areas either allocated in development plans, or with permission for, B2 uses) and previously developed land. Regional Policy W2 additionally encourages waste planning authorities to consider mineral extraction sites and landfill sites. This ties in with the national policy objective of co-locating complementary activities. These factors are included within options WPO6c and 6d.

102. In respect of the 'appropriate locations' referred to in options WPO6a and 6b and the 'broad locational approach' referred to in options WPO6c and 6d the search criteria that Gloucestershire stakeholders[2] considered to be important for finding sites to manage waste are:

- Proximate to the primary road network
- Located near to waste arisings
- Preventing environmental pollution
- Away from sensitive land uses (including homes, schools, healthcare etc.) to protect human health and amenity
- Located with complementary existing activities
- Avoiding areas of flood risk (or locations that will contribute to higher flood risk)
- Using brownfield/derelict land
- Allowing use of sustainable modes of transport (e.g. rail or water rather than road)
- Protecting nature conservation and built heritage sites
- Recognizing that different technologies will affect site suitability
- Supporting innovative technologies
- Potential for community benefits derived from waste facilities (e.g. energy generation)

[2] The search criteria were developed during discussion at the stakeholder Waste Forum event (October 2007)

103. If WPO7a is the selected locational strategy then this will require a broader area of search based on the draft RSS policy W2, combined with PPS10 criteria and the locational criteria identified above.

104. The preferred approach for other 'named' settlements in the County is to identify them as comprising search areas in their own right, but for local facilities to serve arisings proximate to them rather than for locating strategic facilities to serve the whole County.

Waste Disposal

105. Landfill sites in Gloucestershire can be broadly categorised into three main types:

- non-hazardous biodegradable
- inert
- hazardous

106. Annually in Gloucestershire around 500kt of non-hazardous biodegradable waste and 220kt of inert material are landfilled at licensed sites. At current rates the licensed non-hazardous biodegradable voidspace would last around 10 years. Gloucestershire's four main sites are shown on Figure 10, which illustrates that they are all within the central Severn Vale area of the County.

107. The strategy of the County Council, following national and regional policy, is to reduce these current rates and thereby husband the existing voidspace. If this strategy is successful then the currently permitted voidspace could last until 2019/20 or beyond.

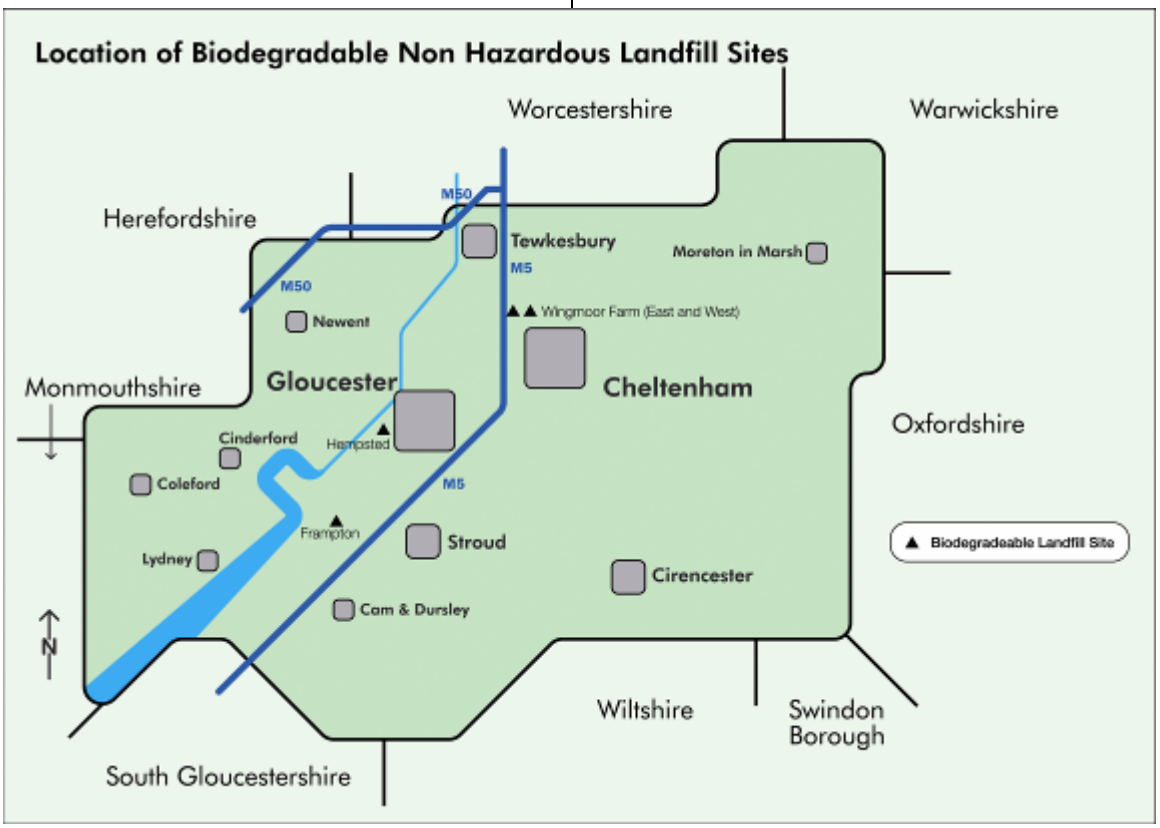
108. By its nature the depositing of waste material into holes in the ground requires the existence of

appropriate voidspace. This issue is therefore closely linked to mineral extraction and the notion of an area of search for finding future sites, as per other waste management methods, is therefore not appropriate for normal landfill. Further information on this issue is set out in Technical Evidence Papers WCS-A 'Data' and WCS-F 'Making provision for waste management facilities'.

Hazardous waste landfill

109. The voidspace for landfilling hazardous waste in Gloucestershire is provided by one site, located at Wingmoor Farm, Bishop's Cleeve (north east of Cheltenham). It is adjacent to the two Wingmoor Farm non-hazardous landfill sites shown on Figure 10 (below). The planning permission at this site is time limited to 2009, however there remains around 3.5million m³ of voidspace.

Figure 10



Further information on this issue is set out in Technical Evidence Papers WCS-A 'Data', WCS-E 'Hazardous Waste' and WCS-M 'Environmental Acceptability'.

Environmental Acceptability

110. The Regional Spatial Strategy for the South West (Policy W3) states that capacity for the disposal of hazardous wastes in authorised hazardous waste landfill sites should be safeguarded provided that they are 'environmentally acceptable'. It does not define what this means, but Technical Evidence Paper WCS-M 'Environmental Acceptability' looks at this issue in detail in terms of the implications for Gloucestershire. This issue falls under Strategic Objectives C & E.

111. Two policy options have been developed based on evidence gathering to date. These are:

WPO8a
Option derived from Waste Local Plan policies 16 and 37.

Proposals for hazardous waste development at existing hazardous waste facilities in Gloucestershire must demonstrate 'environmental acceptability'. In order to do this the following criteria will need to be met:

There should be no significant adverse impact on the environment – on land, air or water that are not capable of stringent and successful mitigation measures. Where the effects are uncertain the precautionary principle should be invoked.

There should be no significant adverse impact (including any cumulative impacts), on the following that cannot be successfully controlled, mitigated or attenuated:

- The quality of life, amenity and health of local residents and other land users;
- Any designated site for nature conservation;
- The countryside and the traditional landscape character of Gloucestershire;
- Access and the local highway network;
- The potential for successful land restoration.

WPO8b
Option derived from stakeholder views through consultation with local community representatives.

Proposals for hazardous waste development at existing hazardous waste facilities in Gloucestershire must demonstrate 'environmental acceptability'. In order to do this the following criteria will need to be met:

There should be no significant adverse impact on the environment – on land, air or water that are not capable of stringent and successful mitigation measures. Cumulative impact should also be considered. Where the effects are uncertain the precautionary principle should be invoked.

Factors that should be included in an assessment of 'environmental acceptability include:

- The quality of life, amenity and health of local residents and other land users;
- Impacts on neighbouring land-uses (including the local road network) and the potential for the achievement of appropriate 'stand-off distances' between the facility and residential properties;
- The type and scale of the facility taking account of best available technologies (not involving excessive costs);
- The need for the facility, the way it sits with existing activities and the potential wider environmental implications of not managing the waste stream;
- Potential for successful land restoration issues.

Landspreading of sewage sludges

112. Spreading and injecting wastes on and into agricultural land is a long established method of disposing of many organic agricultural wastes such as manure, slurry, silage effluent and crop residues.

113. Severn Trent Water and Wessex Water both agreed that it is neither possible nor practical to identify every parcel of land that could potentially be appropriate for sludge disposal. To do so could entail delineating most of the agricultural land in the County, it would be impossible to safeguard, reduce flexibility for water utility companies, and ultimately not provide certainty to any party in the process.

114. A criteria based policy is considered to be the most appropriate way forward on this issue. The preferred option is to retain the Waste Local Plan Policy 22 (which has been 'saved') and to subsequently roll it forward into a Development Control/Management development plan document, scheduled to begin preparation in 2009.

Waste Infrastructure

115. The generic term 'waste infrastructure' encompasses the complete range of different facility types, for example sewage treatment works, scrap yards, household waste recycling centres, gasification plants, materials recovery facilities etc. In the Waste Local Plan each facility type had its' own individual policy approach. However, in providing a succinct WCS in accordance with national guidance, specific stand alone policies for each technology are not considered appropriate when a generic policy approach could be adopted. Such an approach will be developed as part of preparation of the Development Control/Management development plan document (to be prepared following adoption of the WCS).

116. Notwithstanding this, waste infrastructure in the form of sewage treatment facilities provides an essential service for society without which new housing and employment development cannot proceed. It was a specific issue that arose following stakeholder consultation at Issues & Options stage and is included here as it does not fall within the re-use, recycling, composting and recovery strategy considered under Section 5. Detailed consideration in respect of sewage treatment facilities is set out in Technical Evidence Paper WCS-H 'Sewage Treatment Facilities'.

117. The options for a making provision for sewage treatment facilities are:

WPO9a
Set out a generic waste water infrastructure topic policy concerning provision of new/existing development, with PPS10 (Annex E) criteria to be referred to in the supporting text.

The development or expansion of water supply or waste water facilities will normally be permitted, either where needed to serve existing or proposed development in accordance with the provisions of the development plan, or in the interests of long term water supply and waste water management, provided that the need for such facilities outweigh any adverse land use or environmental impact and that any such adverse impacts can be satisfactorily mitigated.

WPO9b
Defer preparation of a policy on waste water infrastructure to the development control development plan document, where specific criteria will be provided for determining proposals.

118. Additionally it is proposed to identify existing strategic sewage treatment facilities on an illustrative diagram of the County.

Safeguarding

119. Safeguarding relates to the protection of existing or allocated waste sites from encroachment or sterilisation by incompatible land-uses. This therefore relates to both current and potential future operations. This issue is consistent with PPS10 and is considered in more detail in Section 4 of the Technical Evidence Paper WCS-H 'Sewage Treatment Facilities'.

120. Two alternative options are put forward for inclusion of a safeguarding policy:

WPO10a
Roll forward the existing Waste Local Plan Policy 7 into the WCS:

Existing sites in permanent waste management use (including sewage and water treatment works) and proposed sites for waste management use will be safeguarded by local planning authorities. The waste planning authority will normally oppose proposals for development within or in proximity to these sites where the proposed development would prevent or prejudice the use of the site for waste management development.

WPO10b
Revise the Waste Local Plan Policy 7 to reflect the outcome of recent planning decisions and the notion of 'consultation areas' (see below for possible wording):

Existing and allocated sites for waste management use* will be safeguarded by local planning authorities, who must consult the waste planning authority where there is likely to be incompatibility between land-uses. Proposals that may either adversely affect, or be adversely affected by, waste management uses should not be permitted unless it can be satisfactorily demonstrated by the applicant that there would be no conflict. The waste planning authority will oppose proposals for development that would prejudice the use of the site for waste management.

[*this includes sewage treatment works]

Cumulative Impact

121. The Government has made clear that in deciding which sites to identify for waste management facilities, waste planning authorities need to consider the cumulative effect of previous waste disposal activities on the well-being of the local community including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential.

122. Government guidance however also encourages the co-location of complementary waste facilities – reflecting the concept of resource recovery parks. This issue falls mainly under Strategic Objective E, and to a lesser extent under Strategic Objectives C and D. The detailed consideration is set out in Technical Evidence Paper (WCS-L) 'Cumulative Impact'. Two alternative options are set out below:

WPO11a
Cumulative impacts could be included as part of the delivery mechanism for Strategic Objective 5. The specific part of the delivery mechanism to which this issue relates, as set out in Section 7, states:

- 'To co-locate complementary facilities together, reflecting the concept of resource recovery parks, where the cumulative impact is not unacceptable on the host location.'

The following wording could be added to the end of the bullet point:

'…in terms of significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential.'

WPO11b
A separate cumulative impact policy in the WCS:

As part of the process to identify suitable sites and areas for waste management for new or enhanced waste management facilities, the cumulative effects of previous and existing waste disposal facilities on the well-being of local communities will be considered alongside the potential benefits of co-locating complementary facilities together. For facilities that come forward on unallocated sites, a similar cumulative impact assessment will be required.

More detail setting out specific criteria will be provided in the supporting text:

In terms of any significant cumulative impacts, careful consideration should be given to potential adverse impacts on:

- Environmental quality;
- Social cohesion and inclusion; and
- Economic potential.

Within these broad categories, the following impacts on local communities should be given particular attention, both in terms of any individual impact and in terms of any potential cumulative impacts:

  - Impact of noise
  - Impact of smell
  - Traffic impact*
  - Visual impact
  - Impact of dust
  - Health impacts

**Traffic impacts should be afforded particular attention as they are diffuse by their nature and thus not contained on sites.*

Land Use Designations

123. Strategic Objective C seeks to preserve and enhance the quality of Gloucestershire's environment, in particular landscapes and nature conservation sites. This section sets out the options for considering waste management proposals within strategically important land use designations: national landscapes; national archaeological issues; green belt; national biodiversity/nature conservation; water environment. Some of which are illustrated on Figure 4 (earlier).

Hierarchical Approach

124. National planning policy statements and the emerging Regional Spatial Strategy set out a hierarchical approach to land use designations. This means that the highest level of protection should be applied to international designations such as Ramsar sites, Special Protection Areas and Special Areas of Conservation. The next level of protection should be afforded to national designations such as Areas of Outstanding Natural Beauty, Sites of Special Scientific Interest and Scheduled Ancient Monuments followed by green belts, listed buildings, and nationally significant archaeological. In assessing the suitability of sites/areas for waste management facilities the Waste Planning Authority will be guided by this hierarchy.

125. Locally and regionally designated areas/sites, for example local nature reserves, geological conservation sites, ancient semi-natural woodland, key wildlife sites etc. will be addressed in detail in a development control development plan document, which will be prepared following adoption of the WCS. Until that time the 'saved' Waste Local Plan policies covering these issues will provide the decision-making framework for assessing planning applications.

126. For each of the land use designations considered in this section one option is to follow national policy statements/guidance and therefore not include a specific policy in the WCS.

Landscape

127. Gloucestershire is a varied but primarily rural county. Over 50% of the County is designated as Areas of Outstanding Natural Beauty (AONB). Valued landscapes are increasingly under threat from the pressures of development and need to be afforded appropriate protection. These matters are considered in detail in Joint Technical Evidence Paper (WCS-4 'Landscape & AONB').

Wye Valley AONB

128. The options for a policy context to consider proposals affecting national landscapes are set out below:

WPO12a
Policy approach based on a combination of the proposed Issues & Options policy and stakeholder representations:

Proposals for waste development within or affecting the setting of areas of outstanding natural beauty will only be permitted where:
- There is a lack of alternative sites not affecting the AONB to serve the market need; and
- The impact on the special qualities of the AONB (including the landscape setting and recreational opportunities) can be successfully mitigated.

In the case of major development proposed in the AONB a proven national interest needs to be demonstrated. Approval will only be granted in exceptional circumstances following the most rigorous examination.

WPO12b
This option uses national guidance on AONBs as set out in PPS7. It would thus not require a policy in the WCS. However, in the supporting text, important issues for the three AONBs in Gloucestershire – Cotswold, Wye Valley and Malvern Hills, would be highlighted alongside references to key relevant sections of specific AONB Management Plans.

Archaeology

129. Gloucestershire is fortunate to have a rich archaeological heritage. The Joint Technical Evidence Paper WCS-MCS 6 'Archaeology' considers the issue in detail. At Issues & Options stage a form of wording was proposed to which there were no adverse comments from stakeholders therefore the first preferred option reflects this approach:

WPO13a
Policy solely for national archaeological issues:

Proposals for waste management which would cause damage to or involve significant alteration to nationally important archaeological remains or their settings, whether scheduled or not, will not be permitted.

WPO13b
No specific policy in the WCS but text in the WCS to state that waste development proposals will be determined in accordance with national policy set out in PPG15 and PPG16 for national archaeological issues.

Green Belt

130. Some of the County's key waste management sites are located in the Gloucester / Cheltenham green belt. Whilst the Government seeks to protect green belts its policy has changed in terms of the approach to the acceptability of waste management facilities in green belts. These matters are dealt with in some detail in Technical Evidence Paper WCS-I 'Waste Facilities in the Green Belt'. The three options or alternative approaches are set out below:

WPO14a
No specific policy in the WCS but text in the WCS to state that waste development in the

green belt is to be in accordance with PPG2 & PPS10.

WPO14b
Revise WLP Policy 35 to reflect guidance in PPS10 in relation to waste management in green belts. The option is divided into two parts – A & B:

(Part A) Waste management in the green belt (not re-using an existing building)
Waste management development in the green belt (not re-using an existing building) will need to demonstrate a particular identified locational need to contribute to sustainable waste management in Gloucestershire. This would require rigorous justification against the following criteria:

It will only be permitted in very special circumstances where it does not conflict with the purposes of the green belt designation. For Gloucestershire, the following may constitute 'very special circumstances':

- The facility is of a type that can demonstrate particular locational needs by being:

a) Proximate to major sources of waste arisings; or

b) Directly linked to landfill or other waste management operations enabling significantly reductions in the amount of waste going to landfill.

The wider environmental and economic benefits of sustainable waste management in the green belt are also material considerations that should be given significant weight.

(Part B) The re-use of a building for waste management purposes in the green belt
The re-use of a building for waste management purposes in the green belt will be permitted provided:

a) It does not have a materially greater impact than the present use on the openness of the green belt and the purpose of including land in it;

b) The building is of permanent and substantial construction and is capable of conversion without major or complete reconstruction; and

c) The form, bulk and general design of the buildings is in keeping with its surroundings. Poor design will be rejected.

Supporting text would be added to the WCS to reflect the potential that temporary waste development in the green belt, particularly that which is linked to other waste management operations on the site, is more likely to meet the very special circumstances test as there would not be a permanent conflict with the purposes of green belt designation.

WPO14c
A statement in the WCS requiring alterations to the defined green belt boundary, by means of appropriate 'inset' sites, to meet any specific identified need for waste management facility(s).

This is an option that may be pursued in conjunction with options A and B as set out in Technical Evidence Paper WCS-I. It follows the requirement in PPS10 to recognise the particular locational needs of some types of waste management facilities when defining green belt boundaries. Any review of green belt boundaries would be undertaken in partnership with the district planning authorities.

Biodiversity/Nature Conservation

131. Proposed waste developments can be in both open countryside or built environment locations where many different kinds of biodiversity features are possible. In assessing the impact on biodiversity the scale and location of waste development is often as important as the type of development. Usually the careful location of

waste sites away from designated areas means that they are mostly concerned with avoiding impact on relatively widespread biodiversity features.

132. Sites of ecological value are designated at three distinct 'tiers' of government:

- International/European
- National
- Regional and local

Text will be added in the WCS reflecting the 'hierarchy' of nature conservation designations.

A water vole

133. Internationally designated sites enjoy statutory protection and therefore the Government advises that specific polices in respect of these sites should not be included in local development documents. Additionally, sites designated at a regional or local level will be subject to a policy in the separate development control development plan document (to be prepared following adoption of the WCS in accordance with the Minerals & Waste Development Scheme). The options below therefore **only relate to nationally designated nature conservation sites** (i.e. Sites of Special Scientific Interest[3]).

134. Following consideration of evidence in the Joint Technical Evidence Paper WCS-MCS-5 'Biodiversity' and stakeholder responses at Issues & Options stage, two preferred options are proposed. For both options the supporting text in the WCS would set out important issues for nature conservation in Gloucestershire, which would be highlighted alongside text to make users aware of the opportunities presented by the Gloucestershire Nature Map and the requirements of the various biodiversity action plans in the county. The development framework for Gloucestershire (including development plan documents prepared by districts) will identify how it can contribute to the objectives and targets of the Biodiversity Action Plan for Gloucestershire[4]. Where major developments are proposed within or close to Strategic Nature Areas they will be required to assess and maximize an appropriate contribution to nature conservation targets in those areas.

WPO15a

This option also follows the PPS9 approach for nationally designated sites (Sites of Special Scientific Interest) but is proposed to make users of the WCS explicitly aware of the approach that the WPA will take in assessing proposals that affect such designations. This approach takes forward the thrust of the policy proposed at Issues & Options stage, but is reworded to reflect the input of Natural England. It is proposed to read:

For proposals affecting Sites of Special Scientific Interest the precautionary principle will be followed. Planning permission will not be granted

[3] Please note that National Nature Reserves are all designated as Sites of Special Scientific Interest and by default are encompassed within any such policy approach.
[4] Including the Cotswold Water Park Biodiversity Action Plan.

for waste development which would conflict with the conservation, management and enhancement of Sites of Special Scientific Interest unless the harmful aspects can be successfully mitigated. The benefits of the development need to clearly outweigh the impact it is likely to have on the features of the site that make it of special scientific interest and/or any broader impacts on the national network of Sites of Special Scientific Interest.

WPO15b

This option relies on national policy in PPS9 (paragraph 8) for considering proposals that may affect Sites of Special Scientific Interest. It would thus not require a separate policy in the WCS.

Water Environment

135. Issues relating to water quality, flooding and hydrology are particularly important in Gloucestershire. Large areas of the County lie on the floodplain and many parts of Gloucestershire have recently experienced serious flooding. As part of the preparation for the WCS, a Strategic Flood Risk Assessment is being undertaken in conjunction with the six District Councils. The work is currently ongoing.

136. This assessment is likely to have important implications for the preparation of the WCS and therefore, without wishing to prejudice the findings of this work, a particular policy approach is not proposed at this stage. Notwithstanding this, the locational strategy explicitly seeks to avoid areas sensitive to flooding.

137. For full details on hydrological issues see the Joint Technical Evidence Paper WCS-MCS-3 'Flooding & Hydrological Issues'.

Flooding in Gloucestershire (2007)

Section 7
Implementation

Section 7
Implementation

138. This section is about the delivery mechanisms for pursuing the strategy and the monitoring systems for ensuring implementation. The five strategic objectives, identified in Section 3 of this preferred options document, will be delivered through a number of mechanisms.

139. A key implementation tool will be the successful formation of partnerships. Two overarching partnerships that need to be created if Gloucestershire is to successfully deliver its Vision are the Waste Planning Authority alongside the waste industry (as the providers of the facilities) and the residents/businesses of Gloucestershire as the generators of the waste. Other specific delivery mechanisms are outlined below:

Strategic Objective A

140. Objective A will be achieved by ensuring that waste issues are considered as part of, and incorporated into, new development proposals. A number of methods will be employed:

- The Waste Minimisation supplementary planning document is a key proactive mechanism for implementation. All local planning authorities are required to make planning decisions in accordance with this document.
- The Waste Disposal Authority (in conjunction with the Waste Collection Authorities) is proactively educating residents as to the benefits of recycling and home composting. This strategy is supported by the Waste Planning Authority through joint awareness raising initiatives.
- A network of local waste transfer, recycling, composting facilities will make residents aware that the waste they create does not disappear once it is collected from their doorstep. Proximity of facilities to sources of arisings will help to reinforce this reality.
- The Community Strategy has a key role to play in this respect and both the Disposal Authority and the Planning Authority are working with the Local Strategic Partnership (and subsequent Local Area Agreement preparation) to ensure that waste issues feature in the strategy.

Strategic Objective B

141. Objective B will be delivered by:

- Supporting the activities of Gloucestershire First - the countywide economic partnership established to develop and support the economic well-being of the county. It brings together partners in the field of economic development to contribute to an overall strategic plan for the county. Recently established enterprises include an initiative in Stroud where there are plans to implement a wood recycling business. This is based on a social enterprise in Brighton which sells used wood back to the public.
- Regeneration is a central element of the County Council's re-shaped Environment Directorate. The Waste Planning Authority will make full use of this by working with internal partners to encourage the location of markets (manufacturing industries) for recycled materials proximate to the waste facilities that process them.
- Value from left-over waste will be obtained by converting the material into energy (possibly through combined heat and power). The Joint Municipal Waste Management Strategy Residual Procurement Plan will inform the most appropriate technologies for

Gloucestershire to adopt. The Waste Disposal Authority are therefore the main means of implementing the second part of this objective.

Strategic Objective C

142. Objective C is based on protecting people and other assets – health, landscape, biodiversity, environment etc. As such there are numerous potential tools for delivering this objective:

- The County's determination of planning applications is the principal mechanism for determining the appropriateness of built and operational development.
- The Waste Planning Authority will work closely with the Environment Agency to protect the environment from pollution and to avoid exacerbating flood risk issues.
- Nature conservation interests will be safeguarded through partnership working with Natural England, the Gloucestershire Wildlife Trust and the County's Ecologist.
- Partnership working with AONB Management Boards should help to ensure that nationally important landscapes are safeguarded whilst the needs of local communities for vital infrastructure are sensitively met.

Strategic Objective D

143. Objective D is directly related to locational issues in terms of proximity to waste arisings. It therefore closely links with Strategic Objective E. It will be delivered by:

- Focussing the spatial strategy on proximity of strategic waste facilities to sources of arisings.
- Delivering the draft RSS Policy W2 search criteria as part of the WCS's spatial strategy (see Technical Evidence Paper WCS-C ' Broad Locational Analysis').
- Determining planning applications in accordance with this strategic objective.
- Having regard to the Regional Freight Hierarchy and the Gloucestershire Advisory Freight Route Map (see Joint Technical Evidence Paper WCS – MCS 1 'Transport').

Strategic Objective E

144. Objective E further links to the search criteria of Strategic Objective D and in doing so assists the aims of Strategic Objective C. This will be delivered by:

- Adopting a spatial policy approach in the WCS that steers waste development away from green field locations, unless such locations can be demonstrated as being sustainable for the circumstances in which the facility would operate.
- Making representations to local planning authorities where there may be a conflict of land-uses to proactively safeguard waste infrastructure (both existing and future).
- To co-locate complementary facilities together, reflecting the concept of resource recovery parks, where the cumulative impact is not unacceptable on the host location (see Technical Evidence Paper WCS-L 'Cumulative Impact').

Appendices

Appendix A
Glossary of Terms

Please note that although the majority of these terms do not feature in this paper the list has been provided to assist readers with understanding other planning documentation.

Anaerobic Digestion - A process where biodegradable material is encouraged to break down in the absence of oxygen. Material is placed into a closed vessel and in controlled conditions the waste breaks down into digestate and biogas.

Annual Monitoring Report (AMR) - Assesses the implementation of the LDS and extent to which the policies in LDD's are being achieved.

Area Action Plan (AAP) - Provide a planning framework for areas of change and areas of conservation.

Area of Outstanding Natural Beauty (AONB) - A landscape area of high natural beauty, which has been designated under the National Parks and Access to the Countryside Act (1949).

Biodegradable - Materials which can be chemically broken down by naturally occurring micro-organisms into simpler compounds. In the context of this document it refers principally to waste containing organic material which can decompose giving rise to gas and leachate and other by-products.

Biogas - Gas produced by the decomposition of organic waste in the absence of oxygen, and which can be used as a fuel.

Bring System - A recycling system that relies on the public segregating and delivering waste materials to collection points (e.g. bottle and paper banks at local supermarkets).

Cell - The compartment within a landfill in which waste is deposited. The cell includes physical boundaries such as a low permeability base, a bund wall and low permeability cover.

Central (Community) Composting - Large scale schemes which handle kitchen and garden waste from households and which may also accept suitable waste from parks and gardens.
Civic Amenity Site (CAS) See Household Recycling Centres (HRC).

Combined Heat and Power (CHP) plant – The combined production of heat (usually in the form of steam) and power (usually in the form of electricity) at an energy from waste / modern thermal treatment facility. In waste-fired facilities, the heat would normally be used as hot water to serve a district-heating scheme.

Community Strategy - The Local Government Act 2000 requires local authorities to prepare a Community Strategy. It sets out the broad vision for the future of the local authority's area and proposals for delivering that vision.

Composting – This is the biological decomposition of organic materials such as leaves, grass clippings, brush, and food waste into a soil amendment. It is a biological process which takes place in the presence of oxygen (aerobic) in which organic wastes, such as garden and kitchen waste are converted into a stable granular material. This can be applied to land to improve soil structure and enrich the nutrient content of the soil.

Controlled Waste - Comprised of household, industrial, commercial, hazardous and sewage waste which require a waste management license for treatment, transfer and disposal. The main exempted categories comprise mine, quarry and farm wastes. The government is currently consulting on the extension of controls to farm wastes. However, materials used for agricultural improvement, such as manure and slurry, will not become controlled. Radioactive and explosive wastes are controlled by other legislation and procedures.

Core Strategy - Sets out the long-term spatial vision for the local planning authority area and the strategic policies and proposals to deliver that vision.

Department for the Environment Food and Rural Affairs (DEFRA) - Government department with national responsibility for sustainable waste management

Development Control policies - A set of criteria-based policies required to ensure that all development within the area meets the vision and strategy set out in the core strategy.

Development Plan - In Gloucestershire this comprises the Structure Plan, District Local Plans, and the Minerals & Waste Local Plans.

Development Plan Document (DPDs) – These are spatial planning documents that are subject to independent examination. They will have 'development plan' status. See the definition of Minerals & Waste Development Plan Document below.

EC Directive - A European Community legal instruction, which is binding on all Member States, but must be implemented through legislation of national governments within a prescribed timescale.

Energy Recovery - Includes a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through (for instance) incineration with electricity generation, gasification, pyrolysis or refuse derived fuel.

Engagement - Entering into a deliberative process of dialogue with others, actively seeking and listening to their views and exchanging ideas, information and opinions. Unlike 'mediation' or 'negotiation' engagement can occur without there being a dispute to resolve.

Enquiry by Design - This process helps reach agreement between groups that would normally hold differing aspirations by bringing them together and focusing on the sustainability and quality of the urban environment itself. All concerns - technical, political, environmental and social - are tested and challenged by the design itself, so that design leads rather than follows the process.

Environment Agency - Established in April 1996, combining the functions of former local waste regulation authorities, the National Rivers Authority and Her Majesty's Inspectorate of Pollution. Intended to promote a more integrated approach to waste management and consistency in waste regulation. The Agency also conducts national surveys of waste arising and waste facilities.

Environmental Report - A document required by the SEA Directive as part of an environmental assessment, which identifies, describes and evaluates the likely significant effects on the environment of implementing a plan or programme.

Gasification - The thermal breakdown of organic material by heating waste in a low-oxygen atmosphere to produce a gas. This is then used to produce heat/electricity. Similar to pyrolysis.

Government Office for the South West (GOSW) - The Government's regional office. Local Planning Authorities will use this office as a first point of contact for discussing the scope and content of Local Development Documents and procedural matters.

Green Belt - Areas of land defined in Structure Plans and District Wide Local Plans that are adjacent to urban areas, where permanent and strict planning controls apply in order to; check the unrestricted sprawl of built up areas; safeguard the surrounding countryside from further encroachment; prevent neighbouring towns from merging into one another; preserve the special character of historic towns and assist urban regeneration.

Greenfield Site - A site previously unoccupied by built development.

Greenhouse Gases - Gases such as methane and carbon dioxide that are believed to contribute to global warming by trapping heat between the earth and the atmosphere.

Household Recycling Centres (HRC) - Sites to which the public can bring domestic waste, such as bottles, textiles, cans and paper for free disposal. HRCs may also accept bulky household waste and green waste. Where possible, the collected waste is recycled after sorting.

Hydrogeology - The study of the movement of water through its associated rock strata.

Incineration - The controlled burning of waste, either to reduce its volume, or its toxicity. Energy recovery from incineration can be achieved by utilising the calorific value of paper, plastic, etc to produce heat or power. Current flue-gas emission standards are very high. Ash residues still tend to be disposed of to landfill.

Inspector's Report - This will be produced by the Planning Inspector following the Independent Examination and will be binding on the County Council.

Inert Waste - Waste which, when deposited into a waste disposal site, does not undergo any significant physical, chemical or biological transformations and which complies with the criteria set out in Annex 111 of the EC Directive on the Landfill of Waste.

Integrated Pollution Prevention and Control (IPPC) - Is designed to prevent or, where that is not possible, to reduce pollution from a range of industrial and other installations, including some waste management facilities, by means of integrated permitting processes based on the application of best available techniques.

Kerbside Collection - Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand.

Landfill - The deposit of waste onto and into land in such a way that pollution or harm to the environment is prevented and, through restoration, to provide land which may be used for another purpose.

Landfill Allowance Trading Scheme (LATS) - Process of apportionment, by local authority area, of the tonnage of bio-degradable municipal waste that may be disposed of to landfill to meet EU Landfill Directive targets.

Landfill Gas - Gas generated by the breakdown of biodegradable waste under aerobic conditions within landfill sites. The gas consists primarily of methane and carbon dioxide. It is combustible and explosive in certain conditions.

Landfill Tax - A tax introduced in 1996 by HM Custom and Excise on waste deposited in licensed landfill sites, with the aim of encouraging more sustainable waste management methods and generating funds for local environmental projects. A revision to the landfill tax credit scheme in 2003 introduces the option of giving tax credits explicitly to biodiversity projects.

Landraise - Where land is raised by the deposit of waste material above existing or original ground level.

Landspreading - The application of wastes or sludges to the land and thereby facilitating their degradation and incorporation into the top layer of soil. Fertiliser is usually added to assist aerobic breakdown.

Land Use Planning - The Town and Country Planning system regulates the development and use of land in the public interest, and has an important role to play in achieving sustainable waste management.

Licensed Site - A waste disposal or processing facility which is licensed under the Environmental Protection Act for that function.

Local Development Framework (LDF) - Comprises a portfolio of local development documents that will provide the framework for delivering the spatial planning strategy for the area.

Local Development Document (LDD) - A document that forms part of the Local Development Framework. Can either be a Development Plan Document or a Supplementary Planning Document.

Local Development Scheme (LDS) - Sets out the programme for the preparation of the local development documents. Must be submitted to Secretary of State for approval within six months of the commencement date of the Act regardless of where they are in terms of their current development plan.

Local Strategic Partnership (LSP) - Non-statutory, non-executive body bringing together representatives of the public, private and voluntary sectors. The LSP is responsible for preparing the Community Strategy.

Materials Recovery/Recycling Facility (MRF) - A site where recyclable waste, usually collected via kerbside collections or from Household Recycling Centres, is mechanically or manually separated, baled and stored prior to reprocessing.

Mediation - Intervention into a dispute by an acceptable impartial neutral person whose role it is to assist the parties in dispute to reach their own mutually acceptable settlement. It is essentially a voluntary procedure, its proceedings are confidential to the participants; any settlement however can be made public with the agreement of all parties.

Methane - A colourless, odourless gas formed during the anaerobic decomposition of putrescible waste. It is the major constituent of landfill gas.

Minerals & Waste Development Plan Document (M&WDPD) - Spatial minerals and waste related planning documents that are subject to independent examination. There will be a right for those making representations seeking change to be heard at an independent examination. The WCS is a M&WDPD.

Minerals & Waste Development Scheme (M&WDS) - Sets out the programme for the preparation of the minerals and waste development documents. Must be submitted to Secretary of State for approval within six months of the commencement date of the Act regardless of where they are in terms of their current development plan.

Minerals & Waste Development Framework (M&WDF) - Comprises a portfolio of minerals and waste development documents which will provide the framework for delivering the spatial minerals and waste planning strategy for the area.

MPG - Mineral Planning Guidance.

MPS - Mineral Policy Statement – Guidance documents which set out national mineral planning policy. They are being reviewed and updated and are replacing MPGs.

Negotiation - Process of reaching consensus by exchanging information, bargaining and compromise that goes on between two or more parties with some shared interests and conflicting interests. Negotiation is likely to be part of the process of mediation, but can also happen outside of any formal mediation and without the assistance of a neutral person.

Office of the Deputy Prime Minister (ODPM) - The Government department with responsibility for planning and local government.

Planning Aid - Voluntary provision by planners of free and independent professional advice on planning to individuals or groups unable to afford to pay for the full costs of such advice. Planning Aid includes the provision of training so that its clients can be empowered through better understanding of how the planning system works and the development of skills that enable them to present their own case more effectively.

Planning Inspectorate (PINS) - The Government agency responsible for scheduling independent examinations. The planning Inspectors who sit on independent examinations are employed by PINS.

Planning Policy Guidance Notes (PPG) - Government policy statements on a variety of issues that are material considerations in determining planning applications.

Planning Policy Statement (PPS) - Guidance documents which set out national planning policy. They are being reviewed and updated and are replacing PPGs.

Preferred Area - Area within which waste management uses may be suitable in principle, subject to extensive consultation.

Proposals Map - Illustrates the policies and proposals in the development plan documents and any saved policies that are included in the local development framework.

Public Consultation - A process through which the public is informed about proposals fashioned by a planning authority or developer and invited to submit comments on them.

Putrescible Waste - Organic waste which, when deposited at a landfill site, will decompose and give rise to potentially polluting by-products in the form of liquids or gases.

Pyrolysis - The heating of waste in a closed environment (i.e. in the absence of oxygen) to produce a secondary fuel product.

Ramsar Site – An internationally designated area listed under the European Convention of Wetlands due to its importance for waterfowl habitats.

Restoration - The methods by which the land is returned to a condition suitable for an agreed after-use following the completion of tipping operations.

Recovery - The process of extracting a product of value from waste materials, including recycling, composting and energy recovery.

Recycled Aggregates - Aggregates produced from recycled construction waste such as crushed concrete, road planning's etc.

Recycling - Involves altering the physical form of waste for use in manufacturing a new product. It entails the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metal can be recycled. Hazardous wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.

Reduction - Achieving as much waste reduction as possible is a priority action. Reduction can be accomplished within a manufacturing process involving the review of production processes to optimise utilisation of raw (and secondary) materials and recirculation processes. It can be

cost effective, both in terms of lower disposal costs, reduced demand from raw materials and energy costs. It can be carried out by householders through actions such as home composting, re-using products and buying goods with reduced packaging.

Refuse Derived Fuel (RDF) - A fuel product recovered from the combustible fraction of waste, in either loose or pellet form.

Regional Planning Guidance (RPG) - Produced by the Government Office for the South West (GOSW) on behalf of the Secretary of State. Until it is replaced by the new Regional Spatial Strategy (RSS) it provides a regional strategy within which Local Plans, Local Development Documents and the Local Transport Plan should be prepared.

Regional Spatial Strategy (RSS) - This document is being prepared by the South West Regional Assembly and will replace the Regional Planning Guidance for the South West. It will have statutory development plan status.

Regional Technical Advisory Body (RTAB) - Supports and advises on waste management options and strategies. Also develops regional targets and objectives for waste management.

Re-use - The reuse of materials in their original form, without any processing other than cleaning. Can be practised by the commercial sector with the use of products designed to be used a number of times, such as re-useable packaging. Householders can purchase products that use refillable containers, or re-use plastic bags. The processes contribute to sustainable development and can save raw materials, energy and transport costs.

Saved Plan/Policies - Under the Planning and Compulsory Purchase Act 2004 the Gloucestershire Minerals and Waste Local Plans have been 'saved' for a period of three years (either from the date of adoption or September 2004 as appropriate).

Secondary Aggregates - Aggregates derived from by-products of the extractive industry, e.g. china clay waste, colliery spoil, blast furnace slag, pulverised fuel ash.

Site of Special Scientific Interest – A site statutorily protected for its nature conservation, geological or scientific value.

Site-specific allocations and policies - Allocations of sites for specific or mixed uses or development. Policies will identify any specific requirements for individual proposals.

South West Regional Assembly (SWRA) - Body responsible for regional planning and waste strategy matters in the South West.

Special Areas of Conservation (SAC) - Designation made under the Habitats Directive to ensure the restoration or maintenance of certain natural habitats and species some of which may be listed as 'priority' for protection at a favourable conservation status.

Special Protection Area (SPA) - Designations made under the EC Directive 79/409 on bird conservation (The Birds Directive), the aim of which is to conserve the best examples of the habitats of certain threatened species of bird the most important of which are included as priority species.

Stakeholder - Anyone who is interested in, or may be affected by the planning proposals that are being considered.

Strategic Environmental Assessment (SEA) - Local Planning Authorities must comply with European Union Directive 2001/42/EC which requires a high level, strategic assessment of local development documents (DPDs and, where appropriate SPDs) and other programmes (e.g. the Local Transport Plan and the Municipal Waste Management Strategy) that are likely to have significant effects on the environment.

Statement of Community Involvement (SCI) - The County Council must produce a local development document which sets out how and when the community can get involved in the preparation of DPDs. It should also set out the LPA's vision and strategy for community involvement, how this links to other initiatives such as the community strategy, and how the results will feed into DPD preparation. The SCI be subject to independent examination.

Structure Plan - A broad land use and transport strategy which establishes the main principles and priorities for future development. Prepared by the County Council as part of the Development Plan.

Supplementary Planning Document (SPD) - Policy guidance to supplement the policies and proposals in development plan documents. They will not form part of the development plan or be subject to independent

examination. (Formally known as Supplementary Planning Guidance)

Sustainability Appraisal (SA) - Local Planning Authorities are bound by legislation to appraise the degree to which their plans and policies contribute to the achievement of sustainable development. The process of Sustainability Appraisal is similar to Strategic Environmental Assessment but is broader in context, examining the effects of plans and policies on a range of social, economic and environmental factors. To comply with Government policy, Gloucestershire County Council is producing a Sustainability Appraisal that incorporates a Strategic Environmental Assessment of its Minerals and Waste Local Development Documents.

Sustainable Development - Development which is sustainable in that which meets the needs of the present without comprising the ability of future generations to meet their own needs.

Sustainable Waste Management - Means using material resources efficiently, to cut down on the amount of waste we produce. And where waste is generated, dealing with it in a way that actively contributes to economic, social and environmental goals of sustainable development.

Voidspace - The remaining capacity in active or committed landfill or landraise sites.

Waste - Is the wide ranging term encompassing most unwanted materials and is defined by the Environmental Protection Act 1990. Waste includes any scrap metal, effluent or unwanted surplus substance or article that requires to be disposed of because it is broken, worn out, contaminated or otherwise spoiled. Explosives and radioactive wastes are excluded.

Waste Arising - The amount of waste generated in a given locality over a given period of time.

Waste Hierarchy - Suggests that: the most effective environmental solution may often be to reduce the amount of waste generated – reduction. Where further reduction is not practicable, products and materials can sometimes be used again, either for the same or a different purpose – re-use. Failing that, value should be recovered from waste, through recycling, composting or energy recovery from waste. Only if none of the above offer an appropriate solution should waste be disposed.

Waste Local Plan - A statutory land-use plan prepared under the 1990 & 1991 Planning Acts. Its purpose is set out detailed land-use policies in relation to waste management development in the County. The Waste Local plan will eventually be replaced by policies and proposals contained in the Minerals & Waste Development framework.

Waste Management Licenses -Licenses are required by anyone who proposes to deposit, recover or dispose of controlled waste. The licensing system is separate from, but complementary to, the land use planning system. The purpose of a licence and the conditions attached to it is to ensure that the waste operation that it authorises is carried out in a way that protects the environment and human health.

Waste Minimisation - Reducing the volume of waste that is produced at source is at the top of the Waste Hierarchy.

Appendix B
Regional Targets for Gloucestershire

Table 4 - Regional Waste Management Strategy Targets for Gloucestershire			
Municipal Solid Waste (MSW)			
Target Year	**Minimum Source Separated**	**Maximum Secondary Treatment**	**Maximum Landfill**
2010	130,000	80,000	160,000
2013	150,000	120,000	130,000
2020	170,000 (45% minimum)	200,000	60,000
Commercial and Industrial Waste (C&I)			
Target Year	**Recycling/ Re-use**	**Recovery**	**Landfilled**
2010	260,000 – 280,000	150,000 – 180,000	285,000 – 315,000
2013	270,000 – 300,000	170,000 – 190,000	240,000 – 260,000
2020	300,000 – 320,000 (44% minimum)	260,000 – 290,000 (minimum 39%)	110,000 – 120,000 (maximum 17%)
Construction and Demolition Waste (C&D)			
Target Year	**Treatment**	**Transfer**	**Landfill**
2010	70,000	110,000	210,000
2013	70,000	110,000	210,000
2020	70,000	110,000	210,000

Waste Core Strategy

Preferred Options

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