November 2007

Gloucestershire Minerals and Waste Development Framework

Report of Waste Core Strategy Stakeholder Forum Event

30th October 2007

Prepared for
Gloucestershire County Council
by
Land Use Consultants

GLOUCESTERSHIRE MINERALS AND WASTE DEVELOPMENT FRAMEWORK

REPORT OF WASTE CORE STRATEGY STAKEHOLDER FORUM EVENT

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1. INTRODUCTION AND BACKGROUND

INTRODUCTION

1.1. Under the 2004 Planning Act, Gloucestershire County Council (GCC) has been charged with reviewing the Gloucestershire Minerals and Waste Local Plans. This will result in the preparation and adoption of a Gloucestershire Minerals & Waste Development Framework (MWDF). This is a portfolio of documents that sets out how mineral resources and waste should be managed in Gloucestershire over the next 10-20 years. Each document in the framework will have a specific role to play; in setting out spatial strategies; formulating development control policies; and or advising upon specific locations for future minerals and waste developments. The MWDF comprises the following documents:

- Minerals and Waste Development Scheme (MWDS)
- Waste Minimisation in Development Projects Supplementary Planning Document (SPD)
- Statement of Community Involvement (SCI)
- Proposals Map Development Plan Document (DPD)
- Minerals Core Strategy
- Waste Core Strategy
- Development Control Policies DPD
- Waste Site Allocations DPD
- Minerals Site Allocations DPD
- Annual Monitoring Report

1.2. The Minerals Core Strategy and Waste Core Strategy are two of the first documents in the LDF to be prepared. Land Use Consultants (LUC) was appointed to facilitate two Stakeholder Forum Events in October 2007 in order to inform the preparation of the Minerals and Waste Core Strategy Documents. This report provides an overview of the Stakeholder Forum Event to inform the Waste Core Strategy held on 30th October 2007. It should be noted that a separate report has been produced by LUC of the event held on 16th October 2007 to inform the Minerals Core Strategy.

1.3. The Waste Core Strategy Stakeholder Forum Event was held in order to inform the preparation of the Waste Core Strategy Preferred Options. This event was established specifically to gain views of a broad range of stakeholders on the options for waste management in the County.

BACKGROUND

1.4. The Waste Core Strategy Stakeholder Forum Event is one component of the consultation process to inform the Waste Core Strategy. This workshop was held prior to production of the Waste Core Strategy Preferred Options, but subsequent to consultation in 2006 on the Waste Core Strategy Issues and Options.

1.5. As part of the Issues & Options evidence gathering stage a Waste Core Strategy Forum Event was held in July 2006 (jointly with the County Council's Waste Management Team who are responsible for preparing the Joint Municipal Waste Management Strategy) specifically to gain views of stakeholders on the vision, key objectives and principal issues for the Waste Core Strategy to address. A report on this event can be found at:
http://www.gloucestershire.gov.uk/index.cfm?articleid=13349

1.6. The findings of all Stakeholder Forum Events along with all consultation responses received in relation to the Waste Core Strategy will be used to inform the final Waste Core Strategy Submission Document.

PURPOSE OF THE REPORT

1.7. This report provides an overview of the Waste Core Strategy Stakeholder Forum Event. It presents an overview of information relating to establishment of the Event, along with the methodology followed for the Event and the outcomes, including recommendations to steer preparation of the preferred options for the Waste Core Strategy.

2. ESTABLISHING THE FORUM GROUPS

2.1. As in the case of the Stakeholder Forum Event held in 2006, GCC established a list of stakeholders to attend the preferred options Waste Core Strategy Event by utilising a database of over 1000 stakeholders and consultees. A newsletter (no.7) advertising the event and inviting anyone with an interest in minerals/waste was sent to everyone on the database. Additionally, potentially interested parties were made aware of the forum through networking at other similar events in the County, for example the launch of the Gloucestershire Environment Partnership.

2.2. GCC sent out invitations to targeted stakeholders which included everyone who attended the previous forum and anyone who responded to the formal Issues & Options consultation. Other internal consultees within the local authority were also specifically invited to ensure that there was a breadth of knowledge and technical expertise present at the event.

2.3. The Waste Core Strategy Stakeholder Forum Event was held in Gloucester Guildhall. This is the same venue as for the previous forum event in 2006 and was found to be a good venue as: it has a large room capable of accommodating around 100 people with circulation space and facilities for presentations and breakout groups; it is centrally located in the County; and it is easily accessibly by a variety of modes of transport (bus, train, cycle, car).

2.4. A total of 56 stakeholders indicated that they would attend the Waste Core Strategy Stakeholder Forum Event, however, 39 stakeholders were actually present at the start of the proceedings and there were a few changes in personnel during the day. Stakeholders comprised a broad mix of stakeholders from different backgrounds including:

- County councils
- Borough councils
- District councils
- Parish councils
- Waste industry representatives
- Environment Agency
- Action groups
- Residents group

2.5. A full list of stakeholders who attended the event is provided in **Appendix 1.**

3. THE AGENDA AND FORMAT OF THE FORUM

3.1. The Waste Core Strategy Stakeholder Forum Event was run as a long-half day event, beginning at 09.45 and ending at 14.30. A full agenda for the event can be found in **Appendix 2**.

3.2. The Waste Core Strategy Stakeholder Forum Event began with a welcome and introduction by Cllr. Windsor-Clive (GCC Cabinet Member with responsibility for planning functions). This was followed by an overview of the day from Peter Nelson, lead facilitator from LUC.

3.3. Contextual presentations were given by both GCC Officers and LUC, which provided background information on preparation of the Waste Core Strategy and its associated Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA), followed by a short introduction to the first workshop session. These presentations are summarised in **Table 4.1** below and the full presentations can be found in **Appendix 6**.

Table 4.1: Session 1 presentations

Presentation title	Member of team
Developing the Waste Core Strategy	Kevin Philips, GCC
Making Provision in the Waste Core Strategy	Nick Croft, GCC
The Role of SEA and Sustainability Appraisal	Peter Nelson, LUC
GCC progress on SEA/SA to date	David Ingleby, GCC
Identification of Key Issues and Introduction to the Workshops	Peter Nelson, LUC

3.4. After the presentations, the Stakeholder Forum Event comprised two facilitated workshop sessions followed by plenary sessions. Before the event it was decided that a total of seven breakout groups would attend each of the workshop sessions. However, due to a lack of attendance, Groups six and seven were merged into one group, resulting in a total of six groups. Each workshop group comprised approximately seven stakeholders, each of which took part in two workshop sessions.

WORKSHOP 1: MAKING PROVISION FOR WASTE MANAGEMENT FACILITIES

3.5. The purposes of Workshop 1 were:

1. To seek stakeholder confirmation for the preferred approaches for making provision for new or extended waste management facilities.

2. To test how these approaches might be applied to different types of waste management facility.

3.6. Stakeholders were asked to examine the merits of four 'provision' options for the Waste Core Strategy, introduced by the Council in the presentations preceding Workshop 1, against both strategic and local (smaller scale) facilities, distinguishing between open air and enclosed operations. These provision options are:

A. Identify specific sites

B. Identify broad locations for facilities

C. Set out criteria based policies against which 'windfall' proposals will be judged

D. A combination of the above three.

3.7. The types of facilities the stakeholders were asked to examine are as follows:

- Strategic enclosed facilities – waste management facilities which may operate above 50,000 tonnes per annum (tpa) capacity e.g. materials recycling/ in vessel composting etc.

- Strategic open air facilities - waste management facilities which may operate above 50,000 tonnes per annum (tpa) capacity e.g. composting, recyclate storage

- Local enclosed facilities – Waste management facilities which may operate below 50,000 tpa capacity e.g. materials recycling/ in vessel composting

- Local open air facilities – Waste management facilities which may operate below 50,000 tpa capacity e.g. composting, recyclate storage

3.8. Stakeholders were asked to state which of the four approaches they considered most appropriate for each of the types of facilities in the Waste Core Strategy. The facilitators asked the stakeholders in each workshop group to come to a consensus if possible, and the priorities along with any comments made were noted. Workshop 1 was approximately 50 minutes long. Following completion of the discussions, the facilitator of each workshop group provided feedback to the Stakeholder Forum as a whole, and a short question and answer session followed.

3.9. The facilitator's notes from Workshop 1 can be found in **Appendix 3**, and the overall findings of this workshop can be found in **Chapter 4**.

WORKSHOP 2: CRITERIA FOR LOCATING STRATEGIC WASTE MANAGEMENT FACILITIES

3.10. Workshop 2 comprised three distinct elements. The workshop was preceded by a short introductory presentation, which set out the potential strategic constraints in the County, namely Areas of Outstanding Natural Beauty (AONB), areas at risk of flooding and the green belt.

Workshop 2 - Part 1

3.11. In the first part of this workshop, stakeholders were asked to consider each of the potential strategic constraints in turn and discuss whether they should all be applied with equal force to all types of waste facility (e.g. strategic, local, enclosed and open air). The facilitator of each workshop made notes of the discussions then each facilitator reported back to the other workshop groups in a short plenary session.

Workshop 2 – Part 2

3.12. In the second part of this workshop stakeholders were presented with a range of positive and negative criteria for the siting of waste management facilities, developed by GCC based on the outcome of the Waste Forum in 2006. These criteria are set out in **Table 4.2** below.

Table 4.2: Positive and negative locational criteria

Positive locations	Locational constraints
Proximity to primary road network	Floodplain
Brownfield/ derelict land	Nature conservation
Locating with complementary existing activities	Cultural heritage
Using sustainable modes of transport (e.g. rail or water)	Landscape and visual impact
Locating facilities near to arisings	Proximity to sensitive land uses
	Pollution control

3.13. Stakeholders were asked to individually consider which three criteria they considered to be the most important, then feed back to the rest of their workshop group and discuss with other members. It should be noted that in some workshop groups stakeholders firstly identified their top three positive criteria, followed by their top three positive criteria. In other groups stakeholders identified their top three priorities overall, considering both positive and negative criteria simultaneously.

3.14. The facilitators of each workshop group noted down the findings of this exercise, then fed back the results to the rest of the workshop groups in a plenary session.

Workshop 2 – Part 3

3.15. In the third component of Workshop 2, stakeholders in each workshop group were asked to consider whether they felt any additional criteria should be added to the list. Facilitators noted any additional criteria in addition to comments raised in the discussions, then presented the findings to the remaining groups in a plenary session.

3.16. A summary of the facilitator's notes in relation to Workshop 3 can be found in **Appendix 4**, and the findings of this workshop are presented in **Chapter 4**.

PLENARY SESSION

3.17. Following the workshop sessions, the whole Forum reconvened for a final plenary session. Stakeholders were asked whether they had any questions or comments for discussion. This question and answer session was followed by a short presentation on next steps given by Kevin Philips of GCC, and a summing-up and evaluation by Peter Nelson of LUC

4. FORUM MEETING OUTCOMES

4.1. A summary of each of the workshop session discussions is set out below. In addition to this summary, the detailed outcomes recorded by each facilitator for each of the four workshop sessions can be found in **Appendices 3** and **4**.

Workshop 1: Making provision for waste management facilities

4.2. **Table 5.1** sets out a summary of the responses of each workshop group. Groups were asked which of the four provision options should be used for different types of waste management facilities. Stakeholders were asked to rank the options from one to four, with one being the most preferred option and four the least preferred option. For some types of facility (mainly strategic) it should be noted that a number of groups scored 2 options as being 1st equal.

Table 5.1: Results of Option 1

Type of facility Approach	Group	Identify sites A	Broad location B	Criteria based C	Composite of A-C D
Strategic (enclosed)	Group 1	1=	3	1=	4
	Group 2	1		2	
	Group 3	1= (with a bit of C)		1= (some with A)	
	Group 4	1=		1=	
	Group 5				1
	Group 6	3	1=	4	1=
Strategic (open air)	Group 1	1=	3	1=	4
	Group 2	1			2 – Identify sites in first instance and then use criteria approach
	Group 3	1= (with a bit of C)		1= (some with A)	
	Group 4	1=		1=	
	Group 5				1
	Group 6	3	1	4	2
Local – enclosed	Group 1	3	1= although one stakeholder felt a combination of B and C was preferable	1=	4
	Group 2			1	
	Group 3			1	
	Group 4			1	

Type of facility Approach	Group	Identify sites A	Broad location B	Criteria based C	Composite of A-C D
	Group 5				1
	Group 6	4	2	1	3
Local – open air	Group 1	3	1= although one stakeholder felt a combination of B and C was preferable	1=	4
	Group 2			1	
	Group 3			1	
	Group 4			1	
	Group 5				1
	Group 6	4	2	1	3?

Strategic enclosed facilities

4.3. Four of the six groups stated that their preferred option for strategic enclosed facilities would be Option A: identify sites. However, three of those four groups also identified Option C: a criteria based approach, as a preferred option alongside Option A. These groups generally felt that there is a need to identify sites, with one group stating that there is little choice regarding the identification of sites, as this is expected at a national level, but that sites could not be identified alone, and a criteria based approach is also needed in order to ensure these sites are suitable.

4.4. Of the remaining two groups, one group felt that Option D, a composite of Options A-C was preferred. This group stated that there is a need to identify sites as it provides planners and industry with a range of options to work with, broad locations can provide a strategic perspective which is useful under certain circumstances and applying criteria is essential when granting permission for waste sites as there may be local considerations to take into account when determining sites. The final group were also of the opinion that a combination of the options (i.e. Option D) was probably needed, however, it was provided that the focus was on identifying broad locations, with some strategic sites identified, and a criteria based approach to judge other proposed sites that come forward through the planning application process.

Strategic open air facilities

4.5. Stakeholders were of the opinion that the preferred options for strategic open facilities were generally very similar to those for strategic enclosed facilities. The same four groups who identified Option A as a preferred option for strategic enclosed facilities again felt that this should be the preferred option for strategic open air facilities. Similarly, the same three of these four groups felt that this preferred

option should be supported by Option C, a criteria based approach. The remaining group that identified Option A as a preferred option stated that Option D was their second preference, and stated that sites should first be identified then a criteria based approach should be followed.

4.6. Of the remaining two groups, Group 5 again felt that Option D was their preferred option (as for the strategic enclosed facilities). This group stated that the open air/enclosed distinction was 'artificial' and unnecessary for this stage of the site selection process. The final group again felt that Option B provided the most certainty (as for strategic enclosed facilities), and felt a combination of broad locations and a criteria based approach was preferable. This group stated that with strategic enclosed and open air facilities, a criteria based approach could not be a stand-alone option.

Local enclosed facilities

4.7. The preferred options identified by stakeholders regarding local enclosed facilities differed significantly from the preferred options for strategic facilities. Five of the six workshop groups were of the opinion that Option C: a criteria based approach should be the preferred option for local enclosed facilities, although it should also be noted that one stakeholder felt a combination of Options C and B was preferable.

4.8. Stakeholders commented that a criteria based approach was preferable as it would allow sites to emerge naturally and allow for windfall sites, and that this option allows for flexibility, which is needed for local facilities. Some stakeholders felt it is unrealistic to identify sites for local scale facilities. Many groups discussed the need to consider the potential impacts of local sites on a case-by-case basis, and one stakeholder noted that there should be a threshold set for the location of sites associated with waste processing and collection possibly in settlements with a population of more than 10,000.

4.9. The remaining group felt that similarly to strategic facilities, the preferred option for local facilities should be Option D, as all options had different merits. This group commented that Option C was the most appropriate across all scales of facility.

Local open air facilities

4.10. All groups prioritised local open air facilities in the same order as local enclosed facilities. One group noted that many local facilities contain elements of both enclosed and open air activities; therefore it is difficult to make a distinction. It was noted that although the prioritisation of options was the same as for local enclosed facilities, local open facilities may have more issues such as dust, smell etc. but that these issues can still be covered in a criteria based approach. For local open air facilities, one group stated that odours and seasonality of agriculture are important issues, and another felt that local open air facilities should not be located in urban areas.

Summary

4.11. In general, stakeholders felt that for strategic facilities, a combination of Option A: identifying sites and Option C: a criteria based approach was preferable, although

some groups felt that broad locations were preferable and another felt that a combination of all three options was needed. For local facilities, Option C: a criteria based approach was preferred by all but one group, which identified a combination of all options (Option D) as preferable. In general, there was little difference between the preferred options for enclosed and open air facilities. The main differences were associated with the scale of facilities.

Workshop 2: Part 1

4.12. As discussed in Chapter 3, stakeholders were asked to consider whether the potential strategic constraints of AONBs, flood risk and the green belt should all be applied with equal force to all types of waste facility. A summary of the discussions is set out below.

AONB

4.13. In relation to whether strategic facilities should be located within AONBs, a mixed response was received. Two groups felt that strategic development should not be allowed in AONBs, with one group commenting that strategic sites will not be allowed in the AONB as a matter of course, and another group agreeing that it was unlikely that strategic development would be acceptable in the AONB. However, two groups felt that strategic development could potentially be accommodated in rural areas if the facilities were enclosed within agricultural style buildings built to the highest design standards and fully screened for example in woodland.

4.14. Although the stakeholders in each workshop group generally came to a consensus that strategic development should not be permitted within AONBs, one group had differing views. Some members of the group felt that strategic development should not take place within an AONB, whilst others thought that strategic development could take place provided that appropriate mitigation takes place. This group along with another group did note, however, that the Cotswolds AONB is not well served by infrastructure and therefore is unlikely to be suitable for waste development.

4.15. In relation to local facilities, stakeholders were generally of the opinion that these would be more acceptable in the AONB than strategic facilities, although potential impacts and mitigation would need to be assessed. Stakeholders commented that facilities could be located on sites where the impacts of facilities can be remediated, but those sites where permanent impacts are expected should not be developed for local-scale waste management. One group stated that as communities in the AONB produce waste, they should deal with it locally. Similarly, other groups felt that the development of local waste management facilities in the AONB could be allowed where it would meet community needs and waste should be dealt with near to arisings.

Floodplain

4.16. There was a general consensus that strategic waste facilities should not be developed in the floodplain. Four groups stated that strategic development should definitely not occur in the floodplain. Stakeholders commented that flood risk is a critical issue, and that development of strategic facilities in the floodplain would lead to risks to

human health and ultimately the expense of rectifying problems would be considerable. One group stated that there is a general presumption against flooding, as set out in Planning Policy Statement 25, therefore it would be difficult to gain permission for such development.

4.17. Although stakeholders were generally opposed to development of strategic facilities in the floodplain, one group stated that if there are no other options it may be necessary. Another stakeholder felt that the flood plain was not an issue because the potential impacts could be mitigated, especially in the case of enclosed strategic facilities. Other stakeholders in this group agreed that enclosed strategic facilities would be more acceptable in the floodplain than open air strategic facilities.

4.18. In relation to local facilities, some groups felt that these would generally be more appropriate than strategic facilities, although three groups still felt that local facilities should not be developed in the floodplain, or it would be difficult to obtain planning permission for such development. The remaining groups that felt local facilities may be viable in the floodplain were of the opinion that careful risk assessment and mitigation would be needed. One group noted that certain types of facilities e.g. inert recycling/reuse would not be particularly affected by flooding, and a stakeholder in another group commented that because the floodplain was on the banks of the river, preventing development there would reduce opportunities for alternative transportation (i.e. by river).

Green belt

4.19. Stakeholders generally felt that development of strategic facilities in the green belt would be more acceptable than in the AONB or floodplain, although one group felt that strategic facilities would be more likely to have an impact on the openness of the green belt than local facilities.

4.20. One group thought that strategic facilities may be appropriate in the green belt, but that a sequential approach is needed which avoids the need to use the green belt in the first instance. Another group commented that providing they meet policy guidance and criteria, modest strategic facilities could be accommodated. This group stated that much of the green belt has been degraded by the motorway (M5) and MOD airport, therefore waste facilities could be accommodated. Some stakeholders felt that the green belt should be considered as an option if there is no alternative, and others were of the opinion that strategic waste facilities would be likely to be a single unit and would therefore not lead to coalescence of Gloucester and Cheltenham, and that open air facilities would not normally compromise the green belt.

4.21. In general, stakeholders were of the opinion that local facilities could be acceptable in the green belt. Similarly to strategic facilities, one group felt that a sequential approach was needed, avoiding the green belt in the first instance, and another felt that local facilities would be appropriate in some circumstances. One group thought that although local facilities could be allowed in the green belt, there should be a preference for local facilities to be located on brownfield, urban sites, where they are more likely to be close to sources of arisings.

4.22. It should be noted that Group 5 did not comment on development of strategic and local facilities in the green belt.

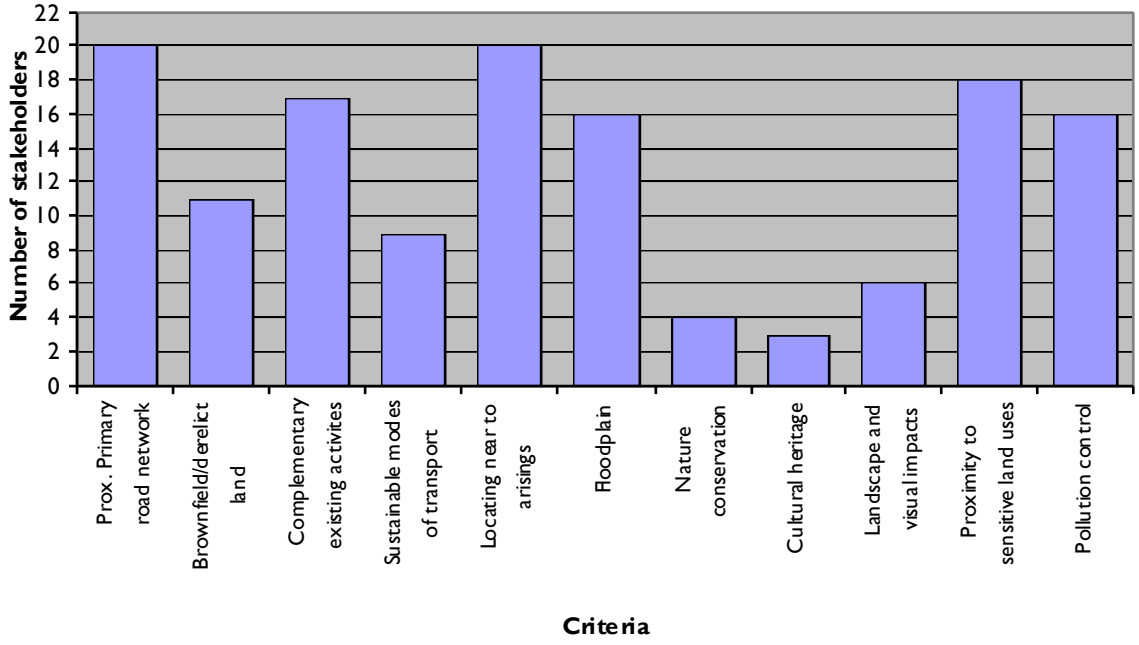
Workshop 2: Part 2

4.23. In Part 2 of Workshop 2, stakeholders were asked to prioritise their top three criteria. Four workshop groups stated their top three priorities overall (considering both positive and negative criteria simultaneously). Two groups firstly prioritised the positive criteria, followed by the negative criteria.

4.24. **Figure 5.1** below illustrates the responses of stakeholders. Although the groups approached the exercise in slightly different ways, the outcomes have been amalgamated. The three positive criteria appearing as most important (i.e. the highest number of stakeholders stated that they should be top three priorities) were proximity to the primary road network, the capacity to site waste management facilities close to the area of waste arisings and the capacity to site waste management facilities with complementary existing activities. The three negative criteria appearing as most important were the proximity to sensitive land uses, pollution control and the floodplain.

4.25. Overall, the three top priority criteria were proximity to the primary road network, the capacity to site waste management facilities close to the area of waste arisings, and the proximity to sensitive land uses.

Figure 5.1: Number of stakeholders who felt criteria are one of the top three priorities for the siting of waste management facilities



Workshop 2: Part 3

4.26. In Part 3 of Workshop 2, stakeholders were asked to think of any additional useful criteria that could be considered when siting waste management facilities. The additional positive and negative locational criteria are set out in **Table 5.3.**

Table 5.3: Additional locational criteria

Positive criteria	Negative criteria
Proximity of facilities to end use – this has links to locating with complementary existing facilities, an existing criterion.	Proximity to water courses – as leachate may enter water courses.
Proximity to universities/ think tanks, as research into new technologies could be carried out.	Geological setting – i.e. landfill should not be located on chalk.
Whether a facility is innovative.	Cumulative impacts – i.e. where a number of developments are taken place in close proximity to each other.
Proximity to markets – i.e. markets for products, materials, heat and electricity.	Vulnerability to civil unrest/disruption.
Carbon balance of the development – i.e. whole life-cycle analysis of a waste facility.	Birdstrike zones.
Employment generation (the number of jobs will vary depending on the nature of the facility and quantity of waste). Linked to above is the opportunity to diversify the employment base and therefore create more mixed communities.	Congestion hotspots.
Energy generated from waste has not been considered.	Pressure for land from housing and population growth.
For incineration, proximity to industry/homes should be considered in relation to potential for Combined Heat and Power (CHP).	NIMBY Some members of the group thought that 'NIMBY' or not in my back yard could be a good criterion, although they recognised that this was not really realistic. One group member noted that he lived next door to a recycling facility and that it was not a problem to him.
Markets and end-uses for materials should be a major consideration.	
Strategic considerations: the needs of	

Positive criteria	Negative criteria
neighbouring authorities.	
Consider adequacy of secondary roads in addition to proximity of primary roads.	
Locating with complementary existing activities In addition, there would be heat and power opportunities.	
Good design standards Progressive design should also be sought as architecturally innovative and striking industrial buildings could be visually attractive and become part of future cultural heritage.	

4.27. In addition to identifying additional criteria, stakeholders commented on the criteria already given and made more general comments on applying criteria. Comments included:

- Local solutions are needed and innovative technologies such as grinding glass to make silica used in building.
- The type of technology may influence the criteria – i.e. you may want to locate CHP plants close to centres of population but it may be more appropriate for other forms of facilities to be sited away from populated areas.
- The group queried whether the criteria "proximity to sensitive land uses" included residential estates and nature conservation sites/ habitats of value.
- It was noted that there is a need to look at the value of the outcomes for communities provided by the proposed waste management activity (e.g. energy production, recycling of resources etc.) versus the compromises that the community might need to make in order to accommodate the facility.
- Expand on flood risk – don't allow development that may contribute to flood risk on the floodplain.
- Facilities should incorporate clever use of materials in order to achieve design that is sympathetic to the local landscape and townscape.

Questions and comments

4.28. In addition to the discussions held within each workshop session, a note was made of questions and comments raised during the plenary sessions preceding and following the workshop sessions. A full record of all questions and comments can be found in **Appendix 5**.

5. CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

5.1. The Waste Core Strategy Stakeholder Event considered the different provision options for waste management facilities, along with potential strategic constraints and criteria used to assess the suitability of location for the development of waste management facilities.

Making provision for waste management facilities

5.2. The majority of groups generally felt that for **strategic** enclosed and open air facilities, sites should be identified in combination with a criteria based approach. Views differed for **local** facilities; with most groups stating that a criteria based approach would be preferred.

5.3. Stakeholders did not generally feel that the approach would differ for open air and enclosed facilities. The differences in the preferred approaches are due to the scale of facilities and their different potential impacts.

Strategic level criteria

5.4. The views of stakeholders differed in relation to whether waste facilities would be appropriate in AONBs, floodplains and green belt. Stakeholders generally did not feel that strategic facilities would be appropriate in AONBs, although some felt that an exception could be made if the buildings were of agricultural scale and designed to the highest standards with use of good quality materials. Although some stakeholders felt that this also applied to local facilities, it was generally felt that local facilities would be more appropriate in AONBs provided impacts were mitigated.

5.5. In relation to the floodplain, there was common consensus that strategic facilities would not be acceptable, although a small number of stakeholders felt that if there was no other option, this may be acceptable. In terms of local facilities, these were viewed as slightly more acceptable, although many of the stakeholders were still of the opinion that they would not be acceptable. Those who held a more positive view commented that appropriate risk assessment and mitigation should take place.

5.6. Stakeholders appeared to be more accepting of waste management development in the green belt. Again, strategic facilities were viewed as less appropriate, but were generally not ruled out by stakeholders. A key finding of the Forum is that the green belt should not be seen as generating a fundamental objection to the development of waste facilities.

Positive and negative criteria

5.7. The three positive criteria that the highest number of stakeholders felt were top three priorities were proximity of waste facilities to the primary road network, the capacity to site waste management facilities close to the area of waste arisings and the capacity to site waste management facilities with complementary existing uses.

5.8. The three negative criteria that the highest number of stakeholders felt were top three priorities were the proximity to sensitive land uses, pollution control and the floodplain. Few stakeholders considered nature conservation, cultural heritage and landscape as top priority criteria.

Additional criteria

5.9. Stakeholders suggested a significant number of additional criteria, with more positive criteria suggested than negative ones.

RECOMMENDATIONS

5.10. It is important that the views and opinions of stakeholders are taken into consideration by GCC in the development of the Gloucestershire Waste Core Strategy. This forum resulted in some clear pointers in terms of the future direction for policy on the siting of both strategic and local level waste management facilities as summarised in the conclusions above. However on some specific issues, such as the use of individual criteria, views naturally differed amongst stakeholders. From LUC's perspective this is to be expected whenever lists of criteria are employed.

5.11. In order to ensure that this occurs, LUC recommend that GCC:

- Carefully consider both the main report and the appendices, and the appendices contain a comprehensive summary of all discussions.
- Take into account the views of stakeholders when recommending a preferred option. The majority of stakeholders stated a preference for a combined approach of identifying sites and applying criteria for strategic facilities, and a criteria based approach for local facilities.
- Consider the comments make by stakeholders in relation to strategic locational constraints, and use these to inform the potential location of both strategic and local facilities. The important goal for the preferred options DPD will be to make sure that the full range of criteria is included, and a clear explanation is given as to how criteria will be employed in site selection.
- Revisit the positive and negative locational criteria in light of comments, and consider amending existing criteria and adding additional criteria. The specific changes that are recommended are as follows:

  <u>Existing Criteria</u>

  - Clarify the categories of land use that are covered by the term 'Sensitive Land Use',
  - With reference to 'flood risk' add an explanation that this refers both to the avoidance of siting facilities within flood risk zones for their own protection, but also the avoidance of contributing to higher flood risk.

  <u>Additional Criteria</u>

  - Include a criterion for supporting innovative technologies.

    - Add a criterion on type of technology, recognising that this may determine the appropriateness or otherwise of a particular facility in any given location.

    - Add a criterion to cover potential benefits to communities from waste management facilities (for example energy generation).

- Make this report available to all stakeholders who attended the event, and all those who were not present. This could be achieved by making this report available on the GCC website.

- Ensure all stakeholders who attended the event (in addition to other relevant stakeholders) are invited to comment on the preferred options for the Waste Core Strategy.

APPENDIX I

List of stakeholders who attended the event

Attendance List

1. John Beattie	SWARD
2. Lucy Binnie	Land and Mineral Management
3. Meyrick Brentnall	GCC
4. Mrs Chaplin	Shurdington Parish Council
5. Trevor Colbeck	Shurdington Parish Council
6. Cllr John Cordwell	GCC
7. Allan Davies	North Somerset Council
8. Nick Dean	Worcs County Council
9. Hazel Edwards	Gill Pawson Planning
10. Ted Fryer	SWARD
11. Judy Fryer	SWARD
12. Richard Geary	Cheltenham Borough Council
13. Derek Greedy	Warwickshire County Council
14. Marie Griffiths	Newland Parish Council
15. Chris Harmer	Horsely Parish Council
16. Christine Headley	Rodborough Parish Council
17. Mr Hickey	Cheltenham Centre for Change
18. Tim Holton	GCC
19. Adam James	Warwickshire County Council
20. Cllr Ceri Jones	GCC
21. Jonathan Manning	Wiltshire County Council
22. Peter Martin	Smiths
23. Darren Peck	Biffa Waste Services Ltd
24. Andy Pritchard	GCC
25. Dawn Quest	GCC
26. Trevor Radway	TACR Consultancy
27. Jill Rixon	Sunhill Action Group
28. Ian Smith	Environment Agency
29. Terry Smith	GCC
30. Paul Symonds	FoD District Council
31. Anna-Marie Yates	Glos PCT
32. Mark Parsons	
33. Mr Symes	Co-op
34. Cllr Windsor Clive	GCC
35 Kevin Phillips	GCC
36. Nick Croft	GCC
37. Lorraine Brooks	GCC
38. David Ingleby	GCC
39. Stewart Mitchell (standing in for Andrew Short)	Grundons

APPENDIX 2

Agenda

Gloucestershire Minerals & Waste Development Framework

Waste Core Strategy Forum 07

Guildhall, Gloucester / Tuesday October 30th 2007

9:30am to 2:30pm

AGENDA

Registration with Tea & Coffee: **09.30-9.45**

Background **9.45-10:45**

Welcome and Introduction
Cllr. Windsor-Clive: GCC Portfolio Holder Community Safety, Planning & Economy

Conduct for the day
Peter Nelson: Land Use Consultants

Developing the Waste Core Strategy
Kevin Phillips: GCC Team Leader Minerals & Waste Policy

Provision for waste management facilities
Nick Croft: GCC: Minerals & Waste Policy

The Role of SEA and Sustainability Appraisal
Peter Nelson: Land Use Consultants

GCC progress on the SEA/SA to date
David Ingleby: GCC Minerals & Waste Policy

Identification of Key Issues and Introduction to the Workshops
Peter Nelson: Land Use Consultants

Break for Tea & Coffee **10:45-11.00**

Workshop 1
How do we make provision for waste management facilities? **11.00-12.00**

Feedback to the Forum from Facilitators

Lunch Break **12.00-12:45**

Workshop 2 **12:45-14:00**
Broad locations for strategic waste management facilities?

Feedback to the Forum from Facilitators

Plenary **14:00-14:30**
Questions, Comments, Discussion

Next Steps
Kevin Phillips: GCC Team Leader Minerals & Waste Policy

Summary and Closing Remarks
Peter Nelson: Land Use Consultants

APPENDIX 3

Facilitators notes from Workshop 1

Exercise 1 – Making Provision for Waste Management Facilities

Group 1

Type of facility/ Approach (Provision Options)	**Identify Sites (A)**	**Broad Location (B)**	**Criteria-based (C)**	**Composite of A-C (D)**
Strategic – enclosed	1	3	1	4
Strategic – open air				
Local – enclosed	3	1 – 1 stakeholder felt a combination of B and C was preferable	1	4
Local – open air				

Discussion points

Strategic Enclosed

- Options A and C are symbiotic and preferred. There is a need to identify sites, but criteria should be applied to these sites.
- Strategic and local facilities will need to fit into the 10 year development plan.
- Sites for facilities would need to fit with existing infrastructure.
- There is not much choice about identifying sites with strategic facilities, a dot on a map is expected.
- Strategic facilities generate a lot of lorry movements and transport. In Gloucestershire the infrastructure for this level of traffic is not available.

- Not identifying sites for strategic facilities dodges the bullet.
- The county should avoid/minimise waste before dealing with it.
- Ideally facilities would be more localised. However, lots of local sites may duplicate impacts.
- The location of sites for strategic facilities should depend on the technologies and processes used.
- Can we increase existing sites and facility capacity?
- Stakeholders want to contribute to decisions on the location of strategic facilities.
- If Option B was used in the Core Strategy, Option C would still need to be considered.

Strategic Open

- Although strategic open facilities would involve different processes, Options A and C together are preferred, as for strategic enclosed facilities.
- There is a need to understand the type of waste going in to facilities.
- Different criteria may be required for different waste streams.

Local – enclosed

- A criteria approach to local facilities is needed.
- This would allow sites to emerge naturally and allow for windfall sites.
- Ownership of waste is needed in households.
- One household could collect all their neighbours waste, although this would be difficult in urban areas with flats etc. It is more likely to work in the countryside.
- There could be local composting schemes in communities, although composting does have impacts.

Local – open

- The majority of stakeholders felt that a criteria based approach was needed for local open sites (as with local enclosed sites).

Other

- More partnership working is needed.

- Households need to take more responsibility for waste, but it is difficult to reduce waste die to packaging.
- Individual responsibility for waste management is needed, but people have to deal with lots of packaging.
- Until people know how much waste management costs they will not change behaviour in terms of waste
- Education is needed, and personal waste management (e.g. coloured waste bins) should be uniform between different places e.g. one colour for recycling bins.
- Offices generate lots of paper waste. Companies should look at document control, but everyone in the demand and supply chanin needs to do this.
- There is concern relating to hazardous waste, as Gloucestershire deals with hazardous waste from elsewhere. This waste facility has interregional value, how will this be addressed?
- Some hazardous waste may be treated on site in the future, there are uncertainties associated with hazardous waste as central government is unsure how to deal with this.
- The South West Regional Spatial Strategy has a policy to safeguard existing hazardous waste facilities, but regional policy does not match with national policy.

Exercise 1 – Making Provision for Waste Management Facilities

Group 2

Type of facility/ Approach (Provision Options)	Identify Sites (A)	Broad Location (B)	Criteria-based (C)	Composite of A-C (D)
Strategic – enclosed	1		2	
Strategic – open air	1			2 – Identify sites in first instance and then use criteria approach
Local – enclosed			1	
Local – open air			1	

Discussion points

Strategic Enclosed

- Identifying sites is the preferred option in the ideal world but in reality this may not be possible.
- The key concerns with site allocations are that it may be hard to secure land ownership and it may constrain competition.
- Communities tend to prefer sites being identified however this may vary depending on the type of facility being proposed.
- The industry prefers large sites being identified as it gives them greater certainty. In reality however it is unlikely that enough sites will be identified.
- There is a concern that a criteria based approach will not identify enough sites.

- Before sites are identified, a criteria based approach is needed to identify the most suitable sites. A similar approach to the identification of mineral sites may be appropriate.

Strategic Open

- Identifying sites is the preferred option subject to the use of a criteria based approach to identify the sites in the first place.
- A composite approach is the second preferred option with 1) identification of sites 2) use of criteria to assess any necessary remaining sites.
- Operators are inventive at finding sites and therefore some flexibility is needed.
- A threshold/target may also be needed if a criteria based approach is used, so that it is clear that no further sites will be approved once the necessary capacity has been met.

Local – enclosed

- A criteria based approach is needed for local sites as flexibility is needed.
- Waste disposal is different to waste treatment and therefore the approach could differ.

Local – open

- The issues that need to be considered in relation to 'local open' and 'local enclosed' sites may differ e.g. local open sites may have more issues relating to dust, smell etc. These issues can however still be covered in a criteria based approach.

Other

- What is deemed to be a strategic site will vary according to the technology for example an inert waste site of 50,000tpa is not really strategic.

Exercise 1 – Making Provision for Waste Management Facilities

Group 3

Type of facility/ Approach (Provision Options)	**Identify Sites (A)**	**Broad Location (B)**	**Criteria-based (C)**	**Composite of A-C (D)**
Strategic – enclosed	1 (with a bit of C)		1 (some with A)	A and 'a bit' of C
Strategic – open air	1 (with a bit of C)		1 (some with A)	A and 'a bit' of C
Local – enclosed			1	
Local – open air			1	

Discussion points

Strategic sites

- .Preference for strategic operational sites (both enclosed and open air) to be identified through specific sites (A) with some criteria (C) since this allows for sites that are/may emerge. (All 6 stakeholders confirmed this decision).
- .Reasons put forward for this approach in relation to strategic enclosed sites were economy of scale; better to have sites identified; creates certainty for local people, means that the County takes responsibility; transport access is crucial, markets will arise.
- For strategic open air sites issues raised included importance of location in view of prevailing winds (odours); floodplain issues and potential pollution; neighbourhood issues but to be aware that open air uses don't have to be noisy (Birmingham good practice example of mineral waste recycling facility).

Local sites

- Preference from all stakeholders for criteria based options (C) for local enclosed and local open air facilities after discussion. Two initially expressed a preference for issues to be addressed at the parish level (dispersed collection points), but were persuaded after discussion that this was not economical or practical.
- For local enclosed facilities transport levels, noise and visual intrusion were considered important factors.
- For local open air facilities odours, seasonality of agriculture in relation to potential of composting (windrow) was an issue and quality of materials for re-use were raised.

Exercise 1 – Making Provision for Waste Management Facilities

Group 4

Type of facility/ Approach (Provision Options)	Identify Sites (A)	Broad Location (B)	Criteria-based (C)	Composite of A-C (D)
Strategic – enclosed	I		I	
Strategic – open air	I		I	
Local – enclosed			I	
Local – open air				

Discussion points

Strategic Enclosed:

- In terms of strategic enclosed sites it is important to ensure that they are sited close to urban areas, An example which was citied was the In Vessel Composting plant at Ecopark in London which lies within an urban area and emits no odour.
- In terms of the broad locational approach this option would merely put off the problem and constrict the strategy. There needs to be specific sites identified and then filtered using selected criteria.
- One suggestion was made that a buffer zone should be created around the site and this should be under the ownership of the operator.

- It is important to ensure that the trust of the community is gained.
- The impacts associated with this type of facility are less than strategic open air facilities. One of the main impacts will be transport.

Strategic Open Air

- This type of facility could include open air windrow or landfill.
- Is there an optimum distance set in this country as a buffer zone for hazardous waste? There was a ruling by the EU that it should be 2km.
- Political and commercial pressures need to be considered in the siting of such a facility.
- Key impacts include odour, vermin, dust, releases into the water, a decline in property values, noise, transport off site, material recovering, and there are mixed effects on biodiversity.

Local Enclosed:

- It is unrealistic to identify sites and a criteria based approach is the most appropriate. Detailed criteria should be provided and criteria will vary depending ton the types of materials to be processed and the type of facilities.
- It was suggested that there should be a decentralised approach to composting, recycling and waste transfer and a central approach to final disposal.
- Impacts will be material and site specific.
- One suggestion was made that there should be a threshold set for the location of sites associated with waste processing and collection possibly in settlements with a population of more than 10,000.

Local Open Air:

- These sites should not be located within urban areas.
- It was suggested that there should be a decentralised approach to composting, recycling and waste transfer and a central approach to final disposal.
- The group agreed that the local community should be responsible for dealing with their own waste – based on the "polluter pays" principle.
- It should be noted that the criteria for locally enclosed will differ from local open air.

- Impacts suggested included odour, , noise, vermin, transport, dust, visual impacts, timescales associated with operations which could be 24hrs for some facilities.

General Comments:

- It is difficult to undertake the exercise without knowing the optimum size of a facility economically.
- Rail opportunities are being explored for Winsmore in terms of the transportation of hazardous waste. It should be noted that the site is located close to the regional and county boundary and as such there is scope to receive waste from elsewhere, however this will be at a cost to the community.
- It was suggested that there should be a national strategy for distribution to minimise transportation.

Exercise 1 – Making Provision for Waste Management Facilities

Group 5

Type of facility/ Approach (Provision Options)	**Identify Sites (A)**	**Broad Location (B)**	**Criteria-based (C)**	**Composite of A-C (D)**
Strategic – enclosed				**I**
Strategic – open air				I
Local – enclosed/open air				I
Local – open air				I

Discussion points

- A - There is a need to identify sites because it provides planners and industry with a range of options to work with. Particularly, industry finds it useful for the plan to name sites where activities would be acceptable when choosing where to apply for outline planning permission. However, it was felt that, in order for approach A to work it would need to collaborate closely with landowners and industry, and should be flexible, as technological and other requirements / priorities change over time. However, one member of the group felt that the final decision is that of industry and Government in any case therefore approach A is academic.
- B – A strategic perspective is also useful under certain circumstances. It useful for industry to see which areas are most appropriate for waste activity in terms of infrastructure etc. (i.e. it is useful guidance for them). Particularly hazardous waste needs a strategic perspective because material comes from all over the region and crosses county boundaries. However, it was also felt that by identifying larger areas, more people would be likely to form opposition as more people become potentially affected.

- C – It was felt that applying a criteria-based approach is essential when granting permission for waste sites as there are many local considerations to take into account when determining sites. It was also stated that a set of rules is necessary for developers although it was felt that these rules should be flexible and contextual. However, it was felt that this approach should not exclude other approaches.
- D – This was considered to be the only appropriate approach, as the method of site selection in highly contextual and should not be restricted to a single option. It was felt that "*effective waste management should be driven by appropriate criteria*". It was considered that this approach benefits from diversity and flexibility as it can be prescriptive and also wide ranging (allowing options to be narrowed down from a broad base).
- Scale - There was a general consensus within the group that Approach C was the most appropriate aspect across all scales, although it was felt that a criteria-based approach was particularly appropriate regarding strategic sites as these have larger impacts and are likely to cause more local opposition.
- It was also agreed that the open air / enclosed distinction was 'artificial' and unnecessary for this stage of the site selection process.

Exercise 1 – Making Provision for Waste Management Facilities

Group 6/7

Type of facility/ Approach (Provision Options)	**Identify Sites (A)**	**Broad Location (B)**	**Criteria-based (C)**	**Composite of A-C (D)**
Strategic – enclosed	3	1=	4	1=?
Strategic – open air	3	1	4	2
Local – enclosed/open air The group wanted this category merged.	4	2	1	3?

Discussion points

Strategic – Enclosed

- The group agreed that some identification of broad locations (Option B) would provide more certainty for public, and was preferable to identifying specific sites as it allowed more flexibility.
- The group did not feel that Option C (a criteria-based approach) could be a stand-alone option for strategic facilities.
- There was some support for this Option A as it can provide more certainty for public about where strategic sites will be located. However, it was also noted that there needs to be the flexibility for other non-allocated sites to come forward and be judged equally against criteria. In addition, this option could create 'ransom values' for land that has been allocated for waste management in the Waste Development Framework.

- The group thought that a combination of the options (i.e. Option D) was probably what was needed, provided the focus was on identifying broad locations, with some strategic sites identified, and a criteria-based approach to judge other proposed sites that come forward through the planning application process.
- It was suggested that compulsory purchasing of land, as well as allocating more strategic sites than are needed could help to overcome the problem of ransom values with allocating sites.

Strategic – Open Air

- The group agreed that Option B provides the most certainty.
- The group agreed that a combination of Option B and C was probably best (thus ranking Option D second), as criteria would be needed for windfall sites that come forward.
- It was noted that it could be very difficult to identify sites (Option A) for strategic open air facilities as they may not need to occur in industrial locations, and could be on farms for example, which would be very hard to identify and allocate.
- As with Strategic Enclosed facilities, the group did not feel that Option C (a criteria-based approach) could be a stand-alone option for strategic facilities.

Local – Enclosed and Open

- The group merged local facilities into one category, as it was noted that many local facilities contain elements of both enclosed and open air activities.
- The group thought a criteria-based approach (Option C) would work best for local scale facilities.
- The group felt that some broad locations could be identified (Option B) e.g. where transport distances would be reduced.
- Due to ranking Option C first with an element of Option B as well, the group were not sure if that is covered by Option D, as there combination of options did not include Option A.
- As there is a large range of local facilities needed, the group agreed it would be difficult to identify sites for all of them, thus ranking Option A fourth.

Other points

- The group discussed where windfall sites might actually come from and one example given was that of farm diversification, where redundant farm buildings could be converted to waste management uses.
- One member suggested that there is a need to know how much land is available in order to be able to identify sites in a plan.

- In discussing differences between enclosed and open-air facilities, it was noted that properly enclosed facilities (i.e. where large warehouse doors aren't left open etc.) would be preferable to open-air facilities (in terms of potential effects on residents).
- It was noted that it can be more difficult for the waste management industry to run competitive facilities if they need to be enclosed as they are more expensive.
- The point was made that there is a need to address competition and to build in flexibility within the Waste Development Framework, as it can be very costly for the waste industry to prepare planning applications that will be approved, for example, when they are required to demonstrate 'need' for a facility.

APPENDIX 4

Facilitators notes from Workshop 2

Exercise 2 – Criteria for locating strategic waste management facilities

Group 1

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

<table>
<tr><th>Strategic criteria</th><th>Strategic facilities</th><th>Local facilities</th></tr>
<tr><td rowspan="2">AONB</td><td>• As traffic generation would be high, strategic facilities would probably have impacts on the AONB.
• Strategic facilities are less likely to be acceptable in the AONB.</td><td>• Local facilities are more likely to be acceptable.
• There may be a different definition needed for local facilities, as a local facility could be almost the same size as a strategic facility so would have similar impacts.

People in the AONB create waste so should deal with it locally.</td></tr>
<tr><td colspan="2">Comments
• There are areas on the diagram shown in the presentation that are not designated as AONB.
• A risk assessment approach is needed to siting facilities in the AONB. A Cost Benefit Analysis is needed along with an Environmental Impact Assessment.
• Whether facilities should be located in the AONB would depend on technologies used. There is a difference between closed and open facilities.
• It would depend on the end of life of the site.
• It would depend on the AONB constraints.
• Sites should be assessed on an individual basis.</td></tr>
<tr><td>Flood plain</td><td>• Strategic facilities would not be acceptable in the floodplain.</td><td>• It would be difficult to get local facilities approved in the floodplain.</td></tr>
</table>

Strategic criteria	Strategic facilities	Local facilities
	Comments • Housing development occurs in the floodplain. • The Environment Agency follows the PPS25 hierarchy approach. There is a general presumption against development in the floodplain. • If a waste facility was flooded this would have huge impacts. • There is a need to know how frequent flooding would occur – climate change is likely to increase flooding.	
Green Belt	• Strategic facilities are more likely to have an impact on the openness of the greenbelt.	• Local facilities are less likely to have an impact on the openness of the greenbelt.
	Comments • There is a need to consider the costs and benefits of locating facilities in the greenbelt. The benefits would have to outweigh the costs.	

Additional comments

- No additional comments.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three' criteria from the following list, which were then recorded to see if any criteria came out as more important than others.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	Ranked Joint 2nd (3/5 people)	Floodplain	Ranked Joint 3rd (2/5 people)
Brownfield/derelict land	No score	Nature conservation	No score
Locating with complementary existing activities	Ranked Joint 3rd (2/5 people)	Cultural heritage	No score

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Using sustainable modes of transport (e.g. rail or water)	Ranked 4th (1/5 people)	Landscape and visual impact	No score
Locating facilities near to arisings	Ranked Joint 2nd (3/5 people)	Proximity to sensitive land uses	No score
		Pollution control	Ranked 1st (4/5 people)

Additional comments

- Floodplain may not be an issue in a lot of areas. That may be why only two people felt it was a priority.
- Roads are important, most waste arisings are near the primary road network.
- Whether sustainable transport should be considered would depend on the size of the facility e.g. is it worth it?
- Along the A419 is a good location as it has a road and a railway, although the railway doesn't take freight.
- Rail transport doesn't usually work locally.
- The canals are not wide enough for containers. It canals were used to transport waste the containers would need to be redesigned.

Question 3: Are there additional criteria that should be added to the list?

- Proximity to water courses – as leachate may enter water courses.
- Proximity of facilities to end use –this has links to locating with complementary existing facilities, an existing criterion.
- Proximity to universities/ think tanks, as research into new technologies could be carried out.
- Whether a facility is innovative. This could be a positive criterion.

Other comments on criteria

- There is a link between the criteria 'proximity to sensitive land uses' and 'cultural heritage'.

- Local solutions are needed and innovative technologies such as grinding glass to make silica used in building.

Exercise 2 – Criteria for locating strategic waste management facilities

Group 2

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

Strategic criteria	Strategic facilities	Local facilities
AONB	• Strategic sites will not be allowed within the AONB as a matter of course. • Development is only allowed within the AONB if it is in the national interest and this would not be the case.	• Sites that can be remediated should be allowed within the AONB and those that have permanent impacts shouldn't be allowed.
Flood plain	• Efforts should be made to avoid placing strategic sites within the floodplain but if there are no other options then it may be necessary.	• Some local facilities may be appropriate within the floodplain but a careful assessment of risk would need to be undertaken. • Mineral working sites within the floodplain may benefit from being remediated. • Local open air sites may not present the same level of problems as local enclosed sited. • If sites within the floodplain are used, mitigation will be needed. • There may be a need for local sites to be located in the floodplain so they are close to the populations they serve.
Green Belt	• It may be appropriate to locate strategic sites within the Green Belt. • A sequential approach should be used – avoiding the need to use Green Belt in first instance. • There would be a need to	• It may be appropriate to locate local sites within the Green Belt. • *See strategic notes – group commented on strategic and local sites at same time.*

Strategic criteria	Strategic facilities	Local facilities
	prove the 'very special circumstances' which requires a facility to be built in the Green Belt. • There may a stronger argument for siting certain facilities in the Green Belt than others – for example a waste management facility may be less appropriate but a CHP plant may be more appropriate if it is close to a centre of population.	

Additional comments

- No additional comments.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three' criteria from the following list, which were then recorded to see if any criteria came out as more important than others.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	Ranked 2nd (4/6 people)	Floodplain	Ranked Joint 6th (1/6 people)
Brownfield/derelict land	Ranked Joint 3rd (2/6 people)	Nature conservation	No score
Locating with complementary existing activities	Ranked Joint 3rd (2/6 people)	Cultural heritage	No score
Using sustainable modes of transport (e.g. rail or water)	Ranked Joint 6th (1/6 people)	Landscape and visual impact	No score

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Locating facilities near to arisings	Ranked Joint 3rd (2/6 people)	Proximity to sensitive land uses	Ranked 1st (5/6 people)
		Pollution control	No score

Additional comments

- Suggested that proximity to primary roads, use of sustainable modes of transport and locating facilities to arisings are all transport related criteria and therefore should be considered together.

Question 3: Are there additional criteria that should be added to the list?

- Proximity to markets – i.e. markets for products, materials, heat and electricity.
- Geological setting – i.e. landfill should not be located on chalk.
- Cumulative impacts – i.e. where a number of developments are taken place in close proximity to each other.
- Carbon balance of the development – i.e. whole life-cycle analysis of a waste facility.

Other comments on criteria

- The type of technology may influence the criteria – i.e. you may want to locate CHP plants close to centres of population but it may be more appropriate for other forms of facilities to be sited away from populated areas.
- The criteria for small sites should be less onerous than for strategic sites, subject to certain minimum standards being met. An alternative view was expressed that different criteria would mean that waste operators would not be competing on a level playing field. However, it was agreed that if the sites are sufficiently small enough (e.g. a community composting facility), then this would not be a problem.

Exercise 2 – Making Provision for Waste Management Facilities

Group 3

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

Strategic criteria	Strategic facilities	Local facilities
AONB	• Possibly where meets criteria, e.g. warehousing to high design.	• Yes.
Flood plain	• No waste developments. • Risks of pollution to rivers, flood risk is critical.	• No waste developments. • Risk of pollution.
Green Belt	• Yes where meets policy guidance and criteria –some modest sites could be accommodated.	• Yes.

Additional comments

- RSS with provide overall strategic direction.
- A lot of discussion centred on the Cotswold AONB with most stakeholders supporting local sites particularly near to waste arisings.
- Most thought that strategic sites would not be possible in the AONB due to distance from strategic road network.
- Comments made that there are some poor landscape areas suitable for enhancement within the AONB, and that it is a very broad designation.
- Much of green belt between Cheltenham and Gloucester was considered to be degraded containing motorway and airport (MoD), and therefore there could be potential for some waste facilities. e.g. landfill could help prevent coalescence as would not involve buildings. Believed to be gaining some support now in government guidance.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three' criteria from the following list, which were then recorded to see if any criteria came out as more important than others. Group 3 chose top 3 from the two lists but there was support for all criteria as the scores below illustrate.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	3	1. Floodplain	5
1. Brownfield/derelict land	4	3. Nature conservation	3
3. Locating with complementary existing activities	4	Cultural heritage	2
Using sustainable modes of transport (e.g. rail or water)	3	Landscape and visual impact	1
2. Locating facilities near to arisings	4	Proximity to sensitive land uses	2
		2. Pollution control	5

Additional comments

- Pollution control is ambiguous needs to be expanded.

Question 3: Are there additional criteria that should be added to the list?

- Positive locations: arisings locally – some discussion not essentially criteria but about waste being imported from outside Gloucestershire CC (Hempstead given as site) cannot stop through planning mechanisms, but maybe through use of contractual conditions agreed with developers.
- Expand on flood risk – don't allow development that may contribute to flood risk on the floodplain.
- Ensure that housing is included within 'sensitive' criteria.
- Ensure that cultural heritage includes archaeology.

Exercise 2 – Criteria for locating strategic waste management facilities

Group 4

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

Strategic criteria	Strategic facilities	Local facilities
AONB	2: In some circumstances	3: of equal insignificance
Flood plain	1: under no circumstances	3: of equal insignificance
Green Belt	3: In more circumstances	3: of equal insignificance

Additional comments

Strategic:

- Under no circumstances should strategic facilities be sited within the floodplain there will be risks to humans, on health and ultimately the expense of rectifying problems will be considerable.
- In terms of facilities sited within the AONB consideration needs to be given to their aesthetics and design.
- Greenbelt should be considered as an option if there is no alternative.

Local:

- The costs associated with siting local facilities should be lower as well as health issues and many impacts should be alleviated through appropriate mitigation measures.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three ' criteria from the following list, which were then recorded to see if any criteria came out as more important than others.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	2/5 (2/1)	Floodplain	5/5 (3/3/3/3/3)
Brownfield/derelict land	3/5 (1/3/3)	Nature conservation	0/5
Locating with complementary existing activities	4/5 (1/2/2/1)	Cultural heritage	0/5
Using sustainable modes of transport (e.g. rail or water)	2/5 (2/1)	Landscape and visual impact	2/5 (1/1)
Locating facilities near to arisings	4/5 (3/3/3/2)	Proximity to sensitive land uses	4/5 (1/1/1/1)
		Pollution control	4/5 (2/2/2/2/2)

Note the first score is the total number of respondents who agreed, the second is the ranking of these criteria with 3 being of the highest importance. The score (3/3/3/2) means that 3 people felt it was the highest priority criteria and one felt it was less important.

Additional comments

- Many agreed that whilst "using sustainable modes of transport" was an appropriate criteria if they exist, the front end of the process will be achieved through the highway network and the use of alternatives modes will not be practicable or deliverable. Final disposal may rely on alternative modes.

Question 3: Are there additional criteria that should be added to the list?

1. Employment generation (the number of jobs will vary depending on the nature of the facility and quantity of waste).
2. Linked to above is the opportunity to diversify the employment base and therefore create more mixed communities.
3. The group queried whether the criteria "proximity to sensitive land uses" included residential estates and nature conservation sites/habitats of value.
4. Vulnerability to civil unrest/disruption.
5. The group felt that there should be a contingency plan if some of the strategic waste processing sites failed/closed.
6. Energy generated from waste has not been considered.
7. It was important to recognise changing technologies.

Exercise 2 – Criteria for locating strategic waste management facilities

Group 5

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

Strategic criteria	Strategic facilities	Local facilities
AONB	• Larger sites have a greater impact on the landscape. Therefore some members of the group argued that no development should take place within an AONB. • However, two members of the group thought that even strategic facilities should be permissible in the AONB provided that appropriate mitigation takes place (i.e. screening). • AONB is not well served with infrastructure and therefore not likely to be suitable for waste development (if sites were within the AONB, this would have to be along the A417 corridor).	• Two members felt that facilities should be permissible in the AONB provided that appropriate mitigation takes place (i.e. screening). • AONB is not well served with infrastructure and therefore not likely to be suitable for waste development (if sites were within the AONB, this would have to be along the A417 corridor).
Flood plain	• It was felt that strategic sites should not be allowed in the floodplain because of the risk of pollution. However, one member of the group felt that this was not such an issue because these impacts could be mitigated (especially in the case of enclosed facilities. Others agreed that enclosed facilities would be more acceptable in the floodplain. • It was argued that although flooding can be 'defended' in the case of large sites this may simply divert the floodwater elsewhere causing damage to other infrastructure/ property.	• One respondent argued that because the floodplain was on the banks of the river, preventing development there would reduce opportunities for alternative transportation (i.e. by river).
Green Belt	• No comments.	• No comments.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three' criteria from the following list, which were then recorded to see if any criteria came out as more important than others.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	2	Floodplain	1
Brownfield/derelict land		Nature conservation	
Locating with complementary existing activities		Cultural heritage	
Using sustainable modes of transport (e.g. rail or water)	2	Landscape and visual impact	1
Locating facilities near to arisings	3	Proximity to sensitive land uses	3
		Pollution control	3

Additional comments

- The priorities are very contextual and it is therefore very difficult to prioritise meaningfully.
- It is difficult to distinguish between environmental criteria as they are all essential and should be taken into consideration before any other criteria are contemplated.
- The brownfield site criteria was not seen to be a priority as several members of the group were of the opinion that brownfield land was more important for homes and employment land. It was also felt that simply using brownfield for waste uses discourages remediation of contaminated land.
- Proximity to sensitive areas was also seen as a very important consideration. This was seen to be particularly important for residential areas because of the potential pollution and health and safety issues that are both real and perceived - particularly the increased risks for road safety. Although it was considered that this was a legislative planning requirement in any case (250m buffer) and therefore compulsory.
- Pollution control is also very important but again is the responsibility of the Environment Agency.
- It was strongly felt that transport issues are vitally important criteria, however, it was felt that the positive criteria (Locating facilities near to arisings/Using sustainable modes of transport (e.g. rail or water)/Proximity to primary roads/Locating with complementary existing activities) are essentially the same issue.

Question 3: Are there additional criteria that should be added to the list?

Positive criteria –

- For incineration, proximity to industry/homes should be considered in relation to potential for Combined Heat and Power (CHP).
- Markets and end-uses for materials should be a major consideration.
- Strategic considerations: the needs of neighbouring authorities.
- Consider adequacy of secondary roads in addition to proximity of primary roads.

Constraints –

- Considered to be very broad ranging and therefore most bases covered (although there are some additional suggestions).
- Birdstrike zones.
- Congestion hotspots.
- Cumulative impacts.
- Pressure for land from housing and population growth.

Exercise 2 – Criteria for locating strategic waste management facilities

Group 6/7

Question 1: How should strategic level criteria be applied (AONB, Flood risk and Green Belt)?

Strategic criteria	Strategic facilities	Local facilities
AONB	**Should not be allowed in the AONB.**	**Could be allowed where they meet community needs.** In addition, the group noted that it was the largest AONB in the country and that some smaller scale facilities should not detrimentally affect it.
Floodplain	**Definitely should not be allowed in the floodplain.** In particular it was noted that strategic facilities could have more than a waste management role (e.g. where energy recovery occurs the facility would form part of the energy infrastructure). Thus the impact of that facility being out of action due to flood events would have a greater impact on provision of services.	**Could be allowed in the floodplain provided a proper risk assessment was undertaken.** It was noted that certain types of waste management (e.g. inert recycling/reuse) would not be particularly affected by flooding. In addition, the group felt that mitigation measures could be implemented for local facilities in the floodplain.
Green Belt	**Could possibly be allowed in the Green Belt.** The group thought that strategic waste facilities would be likely to be a single unit, and would not lead to coalescence of Gloucester and Cheltenham (compared with allowing housing in the Green Belt for example). In addition, open air facilities would not normally compromise the Green Belt.	**Could be allowed in the Green Belt.** However, the group noted that the preference should be for local facilities to be located on brownfield, urban sites, where they are more likely to be closely to sources of arisings.

Question 2: How should the existing positive and negative criteria be applied? (Are there any that are more important?)

The groups were asked individually to choose their 'top three' criteria from the following list, which were then recorded to see if any criteria came out as more important than others. Group 6/7 had seven members, thus the most important criteria were found to be those that four or more members chose.

Positive Locations	In Top 3?	Locational Constraints	In Top 3?
Proximity to primary roads	6	Floodplain	2
Brownfield/derelict land	2	Nature conservation	1 This criterion does not always need to be a constraint, there could be opportunities for nature conservation (e.g. inert waste used for restoration)
Locating with complementary existing activities	5	Cultural heritage	1 The group member's reason for including this criterion in the top three was because it can not re-created.
Using sustainable modes of transport (e.g. rail or water)	0 The group felt this was difficult to achieve, especially in Gloucestershire.	Landscape and visual impact	2 While two members thought this criterion was important, there was agreement that it could be mitigated.
Locating facilities near to arisings	4	Proximity to sensitive land uses	4 Provided it means residential areas.
		Pollution control	0 The group felt this should not be an issue as all facilities with emissions will need to meet the EA's pollution control requirements.

Additional comments

- The group agreed that many of the locational constraints could be mitigated provided appropriate policies (e.g. regarding good design) are included in the Waste Development Framework.

Question 3: Are there additional criteria that should be added to the list?

NIMBY

- Some members of the group thought that 'NIMBY' or not in my back yard could be a good criterion, although they recognised that this was not really realistic. One group member noted that he lived next door to a recycling facility and that it was not a problem to him.

Locating with complementary existing activities

- The group explored this positive location criterion in more detail. They wanted to understand exactly what it would involve, and agreed that it should provide economies of scale and efficiencies.

- In addition, there would be heat and power opportunities.

- It was noted that there is a need to look at the value of the outcomes for communities provided by the proposed waste management activity (e.g. energy production, recycling of resources etc.) versus the compromises that the community might need to make in order to accommodate the facility.

Good design standards

- Progressive design should be sought as architecturally innovative and striking industrial buildings could be visually attractive and become part of future cultural heritage. An example of the Severn Trent Water Treatment facility at Mythe was given.

- Facilities should incorporate clever use of materials in order to achieve design that is sympathetic to the local landscape and townscape.

- It was noted that there is a higher cost involved with providing more progressive design, and the question was posed: Who should pay? One group member suggested that the community needs to contribute, e.g. through Council grants.

- One group member also noted that some existing waste management buildings have been designed to be 'de-mountable' at the end of the life of the operation (this is generally on landfill sites), and that it is difficult to make these types of facilities attractive. However, it was agreed that this was less of a problem because these buildings would be less permanent than newer facilities that will house waste management operations with a more indefinite lifetime than landfills.

APPENDIX 5

Facilitators notes from plenary sessions

Notes from Plenary Session:

- One attendee stated that in terms of identifying strategic sites there will be a lot more than just one or two strategic sites required.
- Peter Nelson of LUC agreed and added that other considerations including markets need to be taken into account.
- One attendee expressed concern over the growth of sites, and stressed that proposals must not only consider the planned size but also their ultimate size.
- One attendee stated that they were disappointed that the issue of hazardous waste had not been covered.
- A further attendee added that it was important to consider visual intrusion associated with large facilities for example their proximity close to the AONB.
- Another attendee stated that the threshold of 50,000 tonnes per annum between strategic and local facilities should be redefined for facilities specifically within the green belt or AONB.
- A further attendee suggested that one positive criterion should be 'understanding the relationship of the "defunct" site and the new facility'.

APPENDIX 6

Presentations

Gloucestershire Minerals And Waste Development Framework

WASTE CORE STRATEGY STAKEHOLDERS FORUM

30 October 2007

Welcome

Our Agenda
The Background

9.45-10.45	**Background:** Welcome and Introduction Conduct for the Day Developing the Waste Core Strategy Provision for Waste Management Facilities The Role of SEA and Sustainability Appraisal GCC progress on the SEA/SA to date Identification of Key Issues and Introduction to the Workshops
10.45-11.00	**Break for Tea / Coffee**

Gloucestershire Minerals and Waste Development Framework -Stakeholders Forum – 30 October 2007

Our Agenda
The Workshops

11.00-12.00	**Workshop 1:**	**How do we make provision for waste management facilities?**
	Feedback	
12.00-12.45	**Lunch Break**	
12.45 -13.45	**Workshop 2 :**	**Broad locations for strategic waste management facilities**
13.45 – 14.00	Feedback	
14.00 – 14.30	**Plenary:**	
	Questions, comments and discussion	
	Next Steps	
	Summing-up and evaluation	

Conduct of the Event

- Impartial and objective
- Informal and respectful
- Inclusive and engaging
- Inspirational

Waste Core Strategy Preferred Options

Kevin Phillips
Minerals & Waste Planning Policy

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Brief Recap

- 2004 Planning and Compulsory Purchase Act
- Replace old style Local Plans &Structure Plans
- Move towards Development Frameworks
- Two-tier Counties produce Minerals & Waste DF
- For waste policy this includes:-
  - Waste Core Strategy
  - Waste Minimisation SPD (adopted Sept 06)
  - Site Allocations DPD
  - Development Control DPD
  - Proposals Map

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Waste Core Strategy – Issues & Options

- Newsletters to consultation bodies (part on ongoing engagement/consultation)
- Commencement of the WCS
- Stakeholder Forum –March 2006
- Outcomes report produced by facilitators
- Issues & Options papers approved
- Consultation of WCS July – Dec 06
- Consultation report March 2007

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Moving towards the Preferred Options

- Ongoing stakeholder engagement through 2007
- Face to Face
- Expert Group meetings
- Development of Evidence base
- October 2007 Forum – Outcomes report (LUC)
- Cabinet approval of Preferred Options papers Nov 07
- Consultation on Preferred Options - January 2008
- What are the Preferred Options

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Moving Waste Upwards

Making Provision in the Waste Core Strategy

Nick Croft

Minerals & Waste Planning Policy

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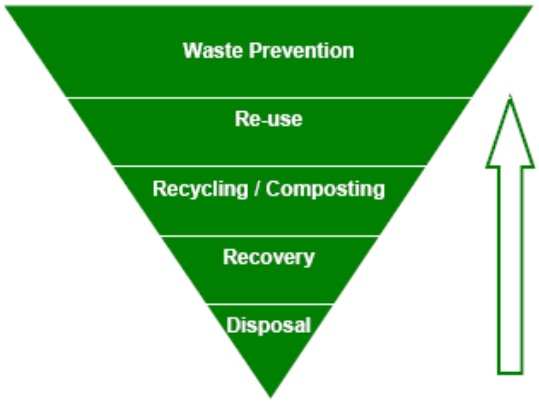
The Waste Hierarchy



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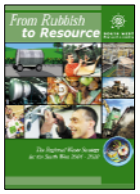
Background



National

Planning Policy Statement 10 (PPS10)

National Waste Strategy 2007

Regional

South West Regional Spatial Strategy (draft 2007)

Regional Waste Management Strategy (2004)

Local

Gloucestershire Waste Local Plan

Joint Municipal Waste Management Strategy

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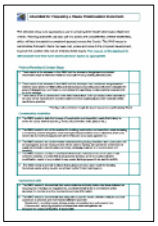
Reducing waste production



Supplementary Planning Document

Waste minimisation in development projects (September 2006)

All development

Construction / demolition waste and waste arising following occupation

Checklist for applicants

Threshold for 'major development'

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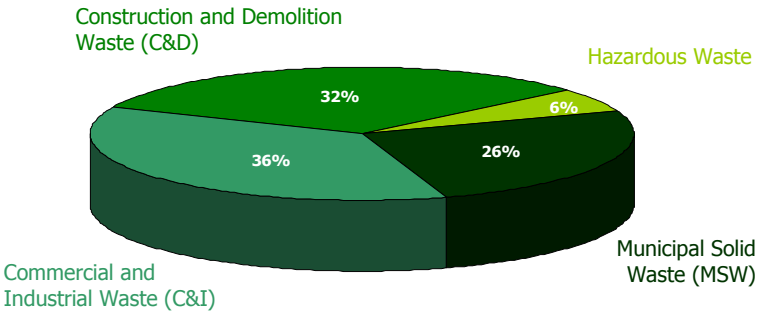
Current licensed waste management in Gloucestershire



Total = 1.26 million tonnes per annum

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Licensed waste management capacity in Gloucestershire

Waste Facility Type	Capacity *(000s)*
Windrow composting	79t
In-vessel composting (IVC)	108t
Household recycling centres and transfer stations	188t
MSW treatment	0t
C&I recycling/transfer/treatment	321t
Metal recycling/transfer	386t
C&D recycling/transfer/treatment	520t
Hazardous waste treatment/transfer	41t
Biodegradable/inert landfill voidspace	8900m³
Inert landfill voidspace (exemptions)	1250m³
Hazardous waste landfill voidspace	3500m³

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Regional capacity requirements

Municipal Solid Waste			
Target Year	**Minimum Source Separated**	**Maximum Secondary Treatment**	**Maximum Landfill**
2020	170kt	200kt	60kt

Commercial & Industrial Waste			
Target Year	**Recycling/Re-use**	**Recovery**	**Landfilled**
2020	300kt – 320kt	260kt – 290kt	110kt – 120kt

Construction & Demolition Waste			
Target Year	**Treatment**	**Transfer**	**Landfill**
2020	70kt	110kt	210kt

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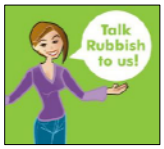
Gloucestershire's additional waste capacity requirements by 2020

Municipal Solid Waste

- 11-26kt in-vessel composting capacity
- 76kt recycling capacity
- 150-270kt residual treatment capacity



Commercial & Industrial Waste

- 145kt extra diversion from landfill

Construction & Demolition Waste

- 111kt extra diversion from landfill

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Strategic/local threshold

Strategic
- Above 50kt

Local
- Below 50kt

EIA Circular 02/99 Paragraph A36

Gloucestershire Waste Local Plan

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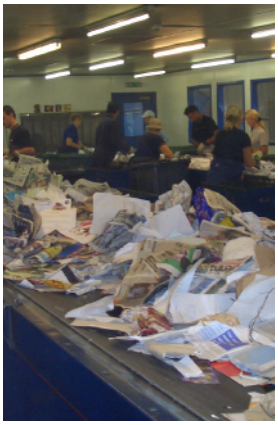
The options for making provision in Gloucestershire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Making provision

Option A	Option B	Option C	Option D
Site-specific	Broad area(s)	Criteria based	Combination approach
Identify all land required for waste management facilities within a site specific document	Identify broad area(s) of search for waste management facilities	Identify the criteria against which planning applications for waste management facilities will be assessed	Identify land for strategic waste management facilities within a site specific document, and set out criteria for assessing planning applications for other types of waste management facilities in the core strategy

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The Role of SEA/SA

In the Minerals and Waste Development Framework

Nature of SEA and SA and AA

- Strategic Environmental Assessment (SEA) – Directive 2001/42/EC on the assessment of the effects of certain plans and programmes
  - highlights significant environmental impacts
- Sustainability Appraisal (SA) - Planning and Compulsory Purchase Act 2004 –
  - includes social and economic issues
- Appropriate Assessment
  - Covers Habitats Directive

Gloucestershire Minerals and Waste Development Framework -Stakeholders Forum – 30 October 2007

Application of SEA/SA

- To each stage of the Local Development Framework.
- Issues and Options
- Preferred Options
- Submission Draft
- Examination in Public - Test of Soundness

The SEA/SA Process

- Considers other relevant policies and plans,
- Defines Sustainability Objectives, Indicators,
- Tests policies and options / alternatives,
- Assesses likely significant impacts,
- Produces a combined sustainability appraisal and environmental report,
- Informs decision-makers,
- Provides a framework for monitoring outcomes.

Conclusion

- SEA/SA is a positive tool for progressively assessing and refining waste policies as they are developed, and engaging stakeholders in the planning process.

Sustainability Appraisal (SA) Work to Date….

Landuse Consultants have already gone through the requirements for SA. This brief presentation covers what we have done to date in terms of the Minerals & Waste Development Framework and specifically the Waste Core Strategy




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The Development of the Minerals and Waste SA Framework

Following Government Guidance in August 2005 we produced a SA Context and Scoping Report

These documents have been through one updating revision (in April 2006) and will be updated again next year.

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The Development of the Minerals and Waste SA Framework Continued...

The key elements within these reports are:

➔ **Baseline** – (environmental / social / economic info & data about Gloucestershire)

➔ **Key sustainability issues in the County** – (such as flooding potential, increasing road congestion, increasing levels of waste, changes to landscape character etc)

➔ **Links to other plans and programmes** – (e.g. National guidance, Community Strategies, Local Plans, Biodiversity Action Plans etc…)

➔ **The development of SA Objectives** – (more on this later)

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The Development of the Minerals and Waste SA Framework Continued...

Documents went out to consultation for 6 weeks to stakeholders including 4 statutory consultees:

- **English Nature** (Now Natural England)
- **The Environment Agency**
- **English Heritage**
- **The Countryside Agency** (Now part of Natural England / Defra)

Following consultation, appropriate changes were made. The process and methodology was reviewed by Sustainability Consultants *Levett Therivel*

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The Development of the Minerals and Waste SA Framework Continued...

➔ An example of a response to the SA Framework.

➔ We included a flooding related objective in our original Scoping Report.

➔ The EA responded recognising the importance of the issue, but suggesting that we amend our wording to:

"To prevent flooding, in particular preventing inappropriate development in the floodplain and to ensure that development does not compromise sustainable sources of water supply"

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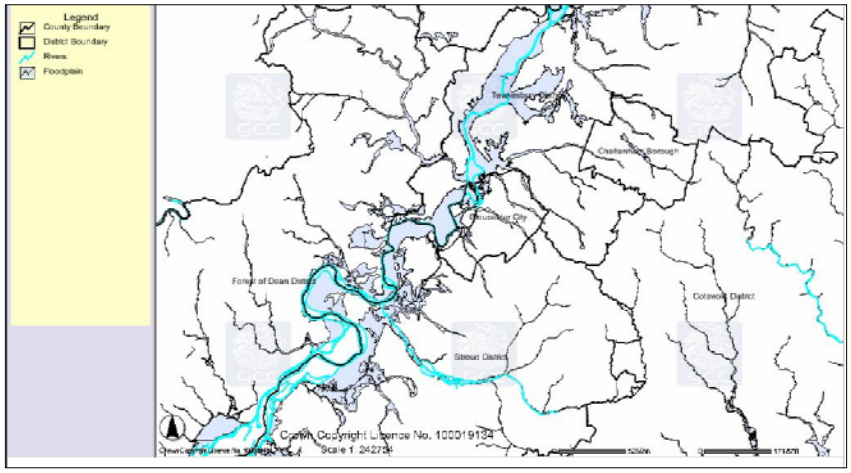
Given the flood events of June & July the importance of this Objective is clear. Below shows the extent of the Floodplain in central Gloucestershire:



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The picture below highlights the concern about this issue given that this is a residential area in Cheltenham which is not in the floodplain and never flooded prior to 2007.

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➔So we've devised SA Objectives to address important issues for Gloucestershire such as flooding…

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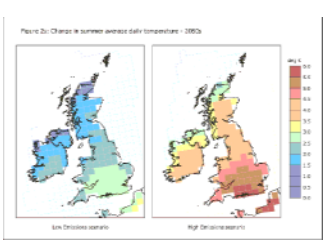
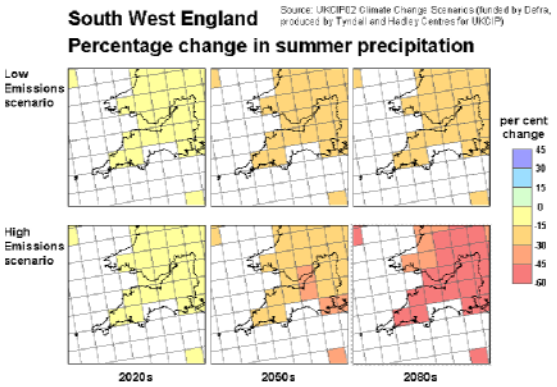
➔ Reducing contributions to Climate change…





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➔ Reducing the need to travel and the impacts of lorry traffic…

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➔ Reducing levels of waste to landfill…

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15 SA Objectives Against Which Emerging Options Are Tested

General / Cross Cutting Objectives
1. To promote development that is socially, economically and environmentally sustainable.
2. To give the opportunity to everyone to live in an affordable and sustainably designed and constructed home.
3. To safeguard sites suitable for the location of waste management facilities, or future mineral development from other proposed development.

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15 SA Objectives Against Which Emerging Options Are Tested

Social
4. To protect and improve the health and well-being of people living and working in Gloucestershire as well as visitors to the County.
5.To contribute to a sustainable Gloucestershire which provides excellent opportunities for education, economic development, employment and recreation to people from all social and ethnic backgrounds.
6.To safeguard the amenity of local communities from the potential adverse impacts of minerals and waste development.

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15 SA Objectives Against Which Emerging Options Are Tested

Economic
7. To conserve minerals resources from inappropriate development whilst providing for the supply of aggregates and other minerals sufficient for the needs of society.
8. To provide employment opportunities in both rural and urban areas of the County, promoting diversification in the economy.

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Environmental
9. To protect, conserve and enhance Gloucestershire's biodiversity, natural environment, landscape and tourist assets including the historic environment.
10. To prevent flooding, in particular preventing inappropriate development in the floodplain and to ensure that development does not compromise sustainable sources of water supply.
11. To protect and enhance Gloucestershire's environment – (the land, the air and water) from pollution and to apply the precautionary principle.
12. To reduce the adverse impacts of lorry traffic on communities, through reducing the need to travel, promoting more sustainable means of transport (including through sensitive routing and the use of sustainable alternative fuels) and to promote the management of waste in one of the nearest appropriate installations.
13. To restore mineral sites to a high standard in order to achieve the maximum environmental and nature conservation benefits.
14. To reduce waste to landfill and in dealing with all waste streams to actively promote the waste hierarchy (i.e. Prevent, Reduce, Reuse, Recycle, Dispose) to achieve the sustainable management of waste.
15. To reduce contributions to and to adapt to Climate Change.

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Waste Core Strategy Issues & Options

➔ The Waste Core Strategy **Issues and Options** were developed through consultation / local area forums / technical work / joint working with the Waste Disposal Authority (Nick & Kevin have already elaborated on this process to date).

➔ These Options were then tested against the 15 SA Objectives and the results were detailed in an SA Report.

➔ Both the Waste Core Strategy Document(s) and the **SA Report** went out to consultation for 8 weeks between the weeks of the 17th July and The 15th September 2006.

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Waste Core Strategy Issues & Options

How were the Options tested?

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Matrix Scoring

Key	
++	Major positive effect
+	Positive effect
0	Neutral effect
-	Negative effect
--	Major negative effect
?	Uncertain

Scoring was undertaken by GCC officers and then the process and the methodology was peer reviewed by independent consultants *Levett Therivel.*

All stakeholders have had, and will have, opportunity to comment through the formal consultation stages as an SA Report is required at: Issues & Options / Preferred Options / Submission.

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Matrix Tables

SA Objectives

Option

S = Short term effects (broadly up to 5 years) M = Medium term effects (broadly 5 to 10 years) L = Long term effects (broadly 10 or more years)	Issue W3: Implementing the waste hierarchy. Option 1: (Business as usual) Proactively minimising waste generation.				Issue W3: Implementing the waste hierarchy. Option 2: [illegible] on recycling.			
SA Objective	S	M	L	Comments / Explanation	S	M	L	Comments / Explanation
1. To promote development that is socially, economically and environmentally sustainable.	+	+ +	+ +	Very positive effects for Gloucestershire, particularly in the longer term.	+	+ +	+ +	A focus on recycling is very positive. However the resources and energy needed to recycle should not be overlooked. In the longer term strategies should aim higher point in the waste hierarchy i.e. re-use and re [illegible] There are issues in terms of finding markets for and products.
2. To give the opportunity to everyone to live in an affordable and sustainably designed and constructed home.	+	+ +	+ +	Very positive effects in terms of this objective.	+	+	+ +	Houses and related infrastructure require a huge amount of mineral resources. Increased use of recycled aggregates may, in the longer term, become increasingly important for the house building industry and may result in more sustainably designed and constructed homes.
3. To safeguard sites suitable for the location of waste management facilities, or future mineral development from other proposed development.	0	0	0	Neutral effect.	?	?	?	Logically a focus on recycling will reduce the need for certain kinds of sites in the longer term. However there may be a need for more sites handling and sorting recyclable materials. It is unclear what these trends may have on the need to safeguard sites from other development.
4. To protect and improve the health and well-being of people living and working in Gloucestershire as well as visitors to the county.	+ +	+ +	+ +	Very positive effects for Gloucestershire through proactively minimising waste generation.	+ +	+ +	+ +	A focus on recycling should have a positive effect on the health and well-being of Gloucestershire's residents and visitors. Recycling is a very positive move towards re-use and reduction which would have even more positive effects.
5. To contribute to a sustainable Gloucestershire which provides excellent opportunities for education, economic development, employment and recreation to people from all social and ethnic backgrounds.	+	+ +	+ +	Very positive effects for Gloucestershire, particularly in the longer term.	+	+	+ +	It is clear that in general, on the environmental front, a focus on recycling will contribute to 'a sustainable Gloucestershire.' It is also a consideration that if recycling targets are not met and authorities are fined as a result, local taxes may rise, or there could be cut backs in service provision in important areas. This would have a detrimental effect on many in Gloucestershire – but possibly most on those who are least able to support them selves or who are already disadvantaged.

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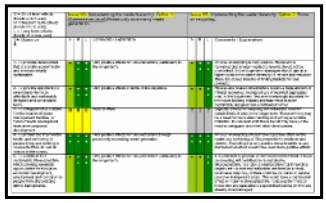

➔ Note: the matrix shown is just **one** of various SA tests of the options. This is just an example – it's more complex than this example e.g. there are other tables for cumulative impacts and more detailed summaries of the options are produced.

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Next SA Stages / Conclusion

➔ Just as the **Issues & Options** were tested, the **Preferred Options** will be also be tested.

➔ So when you receive the Waste Core Strategy Preferred Options document it will be accompanied by an SA Report, and hopefully you will have a better idea of its role and purpose.

Thank you

Gloucestershire COUNTY COUNCIL

Workshop 1

HOW DO WE MAKE PROVISION TO FILL THE CAPACITY GAPS IN WASTE MANAGEMENT FACILITIES?

WASTE POLICY CONTEXT

- PPS10, PPS12 and National Waste Strategy for England, 2007
- SWRSS (Collaboration)
- Local Sustainability policies
- Community Strategy
- District Local Development frameworks

Gloucestershire Minerals and Waste Development Framework -Stakeholders Forum – 30 October 2007

Some of the observations made at the Issues and Options Stage (1)

- Allocating sites on a waste plan does not always help operators if landowners are uninterested,
- Only strategic sites should be identified as such, a criteria- based approach is better for other waste management facilities,
- Avoid identifying small sites – use criteria to avoid hurdles for small operators.

Some of the observations made at the Issues and Options Stage (2)

- Allow for flexible sites to accommodate changes in technology,
- A decentralised network of smaller facilities would help to minimise transport impacts.
- There is some support for having fewer, larger sites to minimise planning risk and because these sites would be easier to manage.

Some of the observations made at the Issues and Options Stage

- Combination approach is favoured:
  - Composting and Recycling facilities to be encouraged on a 'windfall' basis but subject to strict criteria (moves waste management up the waste hierarchy;
  - Treating and recovering value from waste through strategic facilities guided by broad locational areas of search.

ROLE OF THE WASTE CORE STRATEGY

- The Core Strategy needs to make provision for waste management facilities using one of the following approaches:
  - Setting a framework for identifying specific sites.
  - Identifying broad locations for facilities.
  - Setting out criteria-based policies against which 'windfall' sites can be judged,
  - A combination of the above three processes.

Current Position

- The Issues and Options stage consultations showed ' broad spectrum of stakeholder opinion on the appropriate strategy with no discernable trend in responses to support any one of the approaches' although the SEA/SA concluded that the fourth option had some slight advantages.

Workshops

- Against this background this workshop aims to ask stakeholder groups to examine the merits of each of the four 'provision' options against both strategic and local (smaller scale) waste management facilities
- Additionally stakeholders can consider the four options at either open or enclosed types of waste management facility
- The size and nature of the facility and its potential impacts may affect how individual stakeholders reach their judgement

Workshop options

The types of facility are distinguished as follows:

Strategic operations – Waste management facilities which may operate above 50,000 tpa capacity

Local (smaller-scale operations) – Waste management facilities which may operate below the 50,000 tpa capacity

Enclosed operations e.g. Materials Recycling / In Vessel Composting etc

Open air operations e.g. Composting, recyclate storage

Matrix of Provision Options

Type of facility/ Approach	Identify Sites (A)	Broad Location (B)	Criteria-based (C)	Composite of A-C (D)
Strategic Enclosed				
Strategic Open air				
Local Enclosed				
Local Open air				

Type of facility/ Approach	Identify Sites (A)	Broad Location (B)	Criteria-based (C)	Composite of A-C (D)
Strategic Enclosed	G1(1) G2 (1)* G4(1) G5(3) Gx(1)	G1 (3) G6/7 (1)	G1(1) G6/7 (2) G2(2) G4(2) G5(2)	G1(4) G5(1)
Strategic Open air	G2(1) Gx(1)		Gx(2)	G2(2) G5(1)
Local Enclosed		G6/7 (2)	G1 (1) G6/7 (1) G2 (1) G4(1) Gx(1)	G5(1)
Local Open air				