Gloucestershire
COUNTY COUNCIL

Waste Core Strategy

Technical Paper WCS-F

Making Provision for Waste Management Facilities

Living Draft

January 2008

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Summary

S1. This report sets out the work carried out by the Waste Planning Authority concerning the options for making provision for waste treatment facilities in Gloucestershire.

S2. The Waste Core Strategy can make 'provision' for waste management facilities in four ways:

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

S3. The preferred options for making provision in Gloucestershire reflect the 'combination' approach: **composting and recycling** facilities would be considered on a criteria basis – thus encouraging operations towards the top of the waste hierarchy – whilst strategic facilities (generally those to **treat and recover value** from waste) would be guided towards a broad locational area (as considered in Evidence Paper WCS-C 'Broad Locational Analysis'). The options for strategic facilities are based around identifying a broad locational strategy within the WCS, which sets the framework for a Site Allocations DPD.

S4. By using a criteria based approach the subsequent requirement to provide information on the 'need' (either quantitative or market) for the facility needs to be considered. There are two main ways to reflect this in a policy:

- Proposals on allocated waste sites do not have to demonstrate a need whilst windfall proposals do.
- Windfall proposals that move waste management up the waste hierarchy do not have to demonstrate need.

S5. The purpose of not requiring need to be demonstrated for proposals towards the top of the waste hierarchy is to encourage proposals that drive waste management away from disposal and to increase industry competitiveness.

S6. The preferred option for distinguishing between strategic and local sites is by using a 50,000 tonnes per annum throughput threshold. This follows the same approach as the adopted Gloucestershire Waste Local Plan (October 2004), which in turn uses the threshold set out in the Environmental Impact Assessment Circular 02/99.

S7. In summary, the combination approach to making provision is considered the best option to deliver the Vision for waste management in Gloucestershire (see Evidence Paper WCS-B 'Spatial Portrait'). This is because it will encourage operators seeking to provide new or expanded facilities to move waste management up the waste hierarchy whilst also providing some locational certainty to those seeking to provide the larger more controversial strategic waste facilities.

Contents

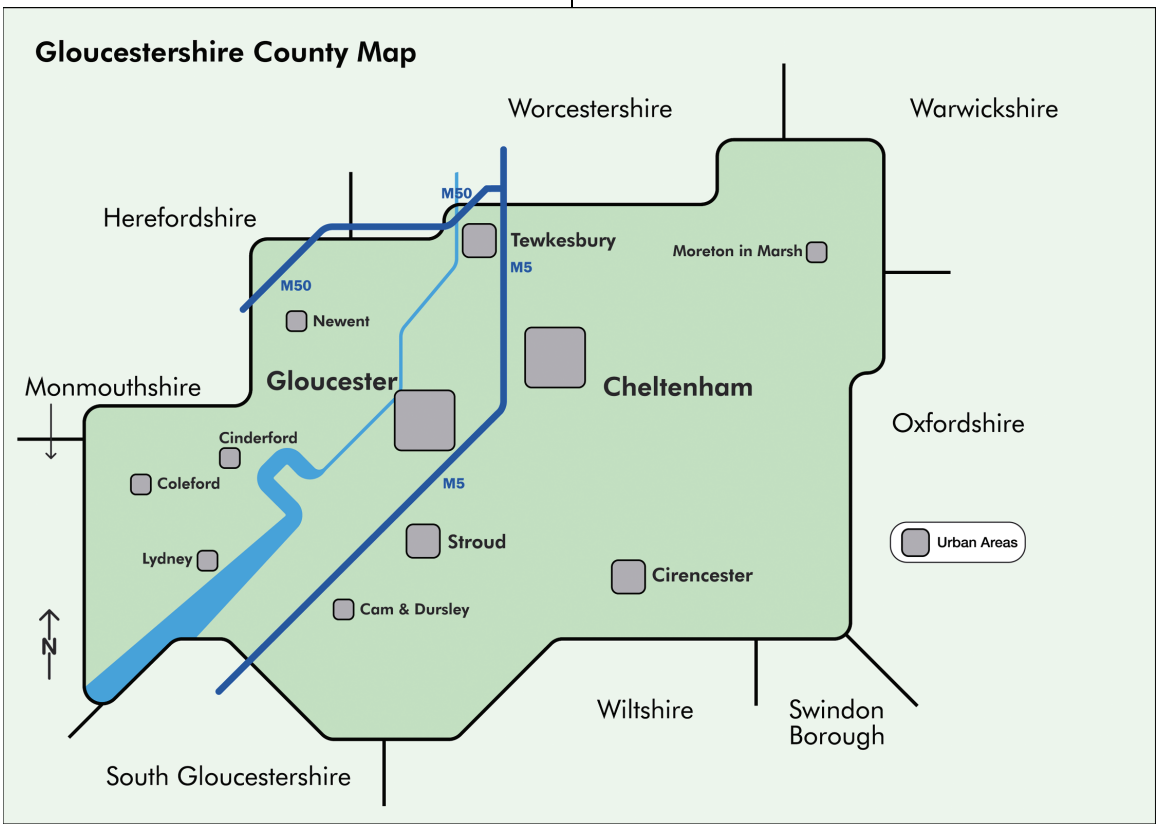
Section 1 Introduction

1. This report sets out the work undertaken by the Waste Planning Authority (WPA) in respect of how to make appropriate provision for waste treatment facilities to manage waste sustainably in Gloucestershire.

County Context

2. The County has a mixture of urban development and more isolated communities. It also has a wealth of important nature conservation habitats, nationally renowned landscapes and built heritage. The County's 'spatial portrait' is set out in Section 2 of the Evidence Paper WCS-B. This describes how the County looks now, the Vision for its future, and the strategic objectives for meeting that end.

Figure 1



3. The residents, businesses and visitors to the County produce over 1.2 million tonnes of waste each year. Details are set out in Evidence Paper WCS-A 'Waste Data'. This waste needs to be handled in suitable facilities and the role of the Waste Core Strategy (WCS) is to provide the context for this management. This context needs to be clear enough to allow appropriate provision of capacity to be made. The strategy also needs to be flexible enough to respond to changing circumstances in a fast moving industry so that innovation in line with the waste hierarchy is not stifled.

Evidence Gathering

WCS Issues & Options consultation (Summer 2006)

4. The Issues & Options (I&O) consultation represents one of the first stages in producing a planning strategy for waste in Gloucestershire. The I&O consultation started during the week of the 17th July 2006 and was timetabled for an eight week period to 15th September 2006. However, to enable additional representations to be made, the period was extended until to the end of the year (2006).

5. Stakeholders were asked to respond to a number of questions on how this provision can most appropriately be made, given Gloucestershire's particular circumstances. The I&O papers identified that the strategy for making appropriate provision is a key aspect of the WCS as all other waste development plan documents that are prepared will need to be in accordance with the adopted approach.

6. The strategy must accord with national and regional planning policy. Consequently, in the I&O papers an overarching policy was proposed (see below) to replace the overarching policies in the Structure Plan (Policy SD.22) and WLP Policies 1, 2 and 3.

Sustainable Waste Management in Gloucestershire (draft policy)

Provision will be made in a site specific DPD for a network of waste management facilities that comprise a sustainable waste management system in Gloucestershire. Proposals for waste development will only be permitted where they can be demonstrated to contribute to a sustainable waste management system for Gloucestershire.

7. The policy is in two parts. The first relates to the framework for providing sites/areas of search/criteria for waste management facilities. The second part of the policy provides an 'interim' position for determining waste related planning applications prior to the adoption of a development plan document for addressing amenity issues at the planning application stage.

8. However, following a number of events the necessity for this policy is lessened. Namely:

- The Secretary of State's (SoS) Direction (October 2007) on the Gloucestershire Waste Local Plan (WLP), which resulted in site allocations lapsing, and then the subsequent advice of GOSW in respect of preparing a site specific DPD (but viewed alongside the currently adopted Minerals & Waste Development Scheme); and

- The draft policy does not add locally distinct criteria to the decision-making process (the SoS Direction saved WLP 'amenity' policies).

9. In any event the thrust of the policy is provided by the proposed Spatial Vision and Strategic Objectives (see Technical Evidence Paper WCS-B 'Vision and Strategic Objectives'). Consequently it is considered unnecessary to put this policy into the WCS and it therefore does not feature in the Preferred Options document.

10. The WLP strategy was based on a dispersed network of 'local' facilities supporting a smaller number of 'strategic' operations. This approach was generally supported by respondents to the I&O papers, although there were comments made about updating the strategy. Although only recently adopted (Oct 2004), the WLP was based around using the Best Practicable Environmental Option (BPEO) methodology to demonstrate sustainable waste management in Gloucestershire. BPEO sought to deliver sustainable waste development through an assessment of proximity issues, regional self sufficiency and 'need', all of which have been revised in national waste policy.

11. The WCS approach needs to set out those elements that are considered to represent a sustainable waste management system in the County and embody the strategic objectives for the WCS. Specific issues include:

- Implementing the waste hierarchy;
- Encouraging communities to take responsibility for the waste they produce;
- Maximising opportunities to divert waste away from landfill;
- Making sufficient provision for facilities at the right time;
- Safeguarding interests of acknowledged importance.

12. Meetings have also been held with all of the District Councils (as local planning authorities) in Gloucestershire and also with representatives from the waste industry, including operators of waste management facilities in the County. These have provided a considerable amount of practical 'on the ground' evidence on which to draw.

13. In summary the key issues raised during this evidence gathering specifically in relation to making provision for waste facilities were:

- B2 site allocations in district local plans could be suitable for some waste management operations – however this may require site by site consideration.
- Operators have problems finding sites in that landowners do not want waste activities at that location – allocating land in a waste plan does not help in this matter. Identifying small sites can also cause problems. Using a criteria based approach can avoid additional hurdles for the smaller operators.
- Only strategic sites should be identified in formal allocations – a criteria based approach is the best way forward for other/local waste management allocations.

- The current system, where proposals on sites are compared against sites in the plan, is not effective. A criteria based approach rather than a site based approach is what is required.
- There is difficulty defining strategic sites - current definitions are that above 50,000 tonnes are classed as a strategic site and below that a local site.
- There are different ways of defining site sizes (market coverage, materials, specialist facilities, tonnages). We need plants with flexible capacity otherwise operations become outdated – this relates to a demand issue. Customers want 24hr operations + collections evenings and weekends. Operators need to be flexible.
- A combined approach to site identification may be best - sites should be identified in plans but a criteria policy against which other sites can be judged may be helpful. This will provide appropriate flexibility.

14. Additionally, evidence has been obtained from two public forums, which were designed to discuss a variety of waste related issues with Gloucestershire's stakeholders. The first was held in March 2006 jointly with the County Council's Waste Management Team. The second waste forum was held on 30th Oct 2007. The key points recorded from the first forum in respect of making provision were:

- A decentralised network of smaller facilities would be the best way to manage waste in Gloucestershire, the main reason being to minimise transport impacts. This was considered particularly important for household waste recycling centres, composting sites, local heat and power produced from energy from waste plants, and facilities for waste management on industrial sites or business parks.
- There was also some support for having fewer, larger sites, the main reasons being to minimise planning risk for such strategic facilities and because these sites would be easier to manage. This was considered particularly important for large energy from waste plants and hazardous waste treatment facilities.

15. The second waste forum event (October 2007) built on these issues by asking stakeholders to consider them in relation to their impact on mattes that are of particular importance in Gloucestershire. The consultant's conclusions from this event are set out in summary below.

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

17. 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.

18. The detailed outcomes of the October 2007 forum are set out in the Land Use Consultant's report (November 2007).

Section 2
Policy Context

19. The policy framework for making provision for waste treatment facilities is set out at three levels: national; regional; and local.

National Policy

20. National planning policy for making provision for waste facilities is set out in PPS10, PPS12 and in the National Waste Strategy for England 2007.

21. PPS12 is clear that the core strategy *"should not identify individual sites" (para 2.12)*. These, it states, should be set out in a site specific allocations development plan document. This position is reaffirmed by PPS10's companion guide, which notes that it is not anticipated that land allocations will be made through the core strategy, but it should provide sufficient spatial guidance so as to ensure there will be sufficient and suitable land allocations to support the RSS requirements (para 7.15)

22. Accordingly, PPS12 (para 2.10) states that core strategies should *"set out broad locations for delivering… essential public services"*. This approach was reinforced during a meeting with the Government Office for the South West (GOSW) on 17th November 2006, where it was stated that broad locations in a key diagram format with 'fuzzy' boundaries was appropriate, with more detail then provided in the Site Allocation DPD.

23. PPS12 goes on to state that *"the core strategy for waste should set out a planning strategy for sustainable waste management which enables adequate provision of waste management facilities in appropriate locations"* (para 2.11).

24. In doing this PPS10 (paragraph 18) requires waste planning authorities to demonstrate how capacity equivalent to at least 10 years of the annual rates set out in the Regional Spatial Strategy (RSS) can be provided. The PPS10 companion guide (para 7.22) states that WPAs will need to assess the capacity of operational sites, set against RSS requirements, to determine the appropriate 'capacity gap'. This, however, is not a simple exercise and detailed consideration of these rates and capacity requirements is contained in Evidence Paper WCS-A 'Waste Data'.

25. Since publication of PPS10 & 12 there has been additional guidance, published by the Planning Inspectorate (June 2007), on the content of waste core strategies. This states that *"the core strategy should set out how sites and areas suitable for new or enhanced waste management facilities will be identified, including the criteria that will guide actual allocations and the broad locations where these will be sought"* ('LDFs: Lessons Learnt', Annex A).

26. The Planning Inspectorate guidance however goes on to make the point that *"the core strategy can make a significant contribution to the framework of considerations within which decisions are taken on planning applications. The clarity*

*of this framework can be improved by **allocating strategic sites and areas** critical to the delivery of the strategy's vision **including sites** to support the pattern of waste management facilities set out in RSS **in accordance with the broad locations identified in the RSS**".*

27. Subsequently, at a meeting convened by GCC on 6th July 2007 to discuss this issue, the GOSW advised the WPA in respect of identifying a broad location(s) for strategic waste management facilities in the County that whilst there is no single answer as to whether sites must or must not be identified, the key issue is to balance whether you want or need to identify such a site. It is a matter of local choice based on the particular distinctiveness of the County.

28. The Planning White Paper (paragraph 8.20, 2007) proposed to make it acceptable for core strategies to include strategic sites. This represents a change in thinking from the original approach stated in PPS12 (para 2.12, quoted above).

Regional Policy

29. Regional planning policy for making provision for waste treatment facilities is set out in the emerging RSS. The Draft South West Regional Spatial Strategy[3] (June 2006) sets out its policy in Section 7.4 'Waste Management'. See Policy W1 (below).

[3] At the time of writing, the Regional Spatial Strategy was at 'submission' stage and its policies were in draft format.

Draft RSS Policy W1 Provision of Waste Sites

Waste Planning Authorities will make provision in their Waste Development Frameworks for a network of strategic and local waste collection, transfer, treatment (including recycling) and disposal sites to provide the capacity to meet the indicative allocations for their area shown in Appendix 2, for 2010, 2013 and 2020.

30. The indicative capacities for Gloucestershire, as referred to in Policy W1 (for MSW and C&I waste), are set out in Table 1 (below). These in turn are taken from the Regional Waste Management Strategy 'From Rubbish to Resource' (October 2004). The waste streams included in the draft RSS policy are:

- Municipal Solid Waste (MSW)
- Commercial and Industrial waste (C&I)

* Construction and Demolition waste (C&D) was not included in Policy WI but was incorporated into the Regional Waste Management Strategy.

31. Paragraph 7.4.6 of the Draft RSS states that provision should be made in Waste Development Frameworks by using allocated sites or preferred areas. The WPA intends to do this through the preparation of a Waste Site Allocation Development Plan Document, which will be guided by the framework contained in the Waste Core Strategy.

Table 1 - Regional Waste Management Indicative Allocations for Gloucestershire

Municipal Solid Waste (MSW)

Year	Minimum Source Separated	Maximum Secondary Treatment	Maximum Landfill
2010	130,000	80,000	160,000
2013	150,000	120,000	130,000
2020	170,000 (45% minimum)	200,000	60,000

Commercial and Industrial Waste (C&I)

Year	Recycling/ Re-use	Recovery	Landfilled
2010	260,000 – 280,000	150,000 – 180,000	285,000 – 315,000
2013	270,000 – 300,000	170,000 – 190,000	240,000 – 260,000
2020	300,000 – 320,000 (44% minimum)	260,000 – 290,000 (minimum 39%)	110,000 – 120,000 (maximum 17%)

Construction and Demolition Waste (C&D)

Year	Treatment	Transfer	Landfill
2010	70,000	110,000	210,000
2013	70,000	110,000	210,000
2020	70,000	110,000	210,000

32. The Draft RSS Policy W2 provides a set of requirements for Waste Planning Authorities to follow in terms of how provision for waste management facilities should be made. The policy sets out both a distance from source hierarchy and a desirable land-use hierarchy.

Draft RSS Policy W2
Waste Facilities and the Waste Hierarchy

Provision of waste facilities will take account of the following waste hierarchy:
- waste should be managed on the site where it arises, wherever possible (waste minimisation); and
- waste that is not managed at its point of arising should be managed according to the proximity principle.

In all areas, identification of sites for facilities will take account of the following:
- established and proposed industrial sites, in particular those that have scope for the co-location of complementary activities, such as proposed resource recovery parks; and
- other previously developed land, including use of mineral extraction and landfill sites during their period of operation for the location of related waste treatment activities.

For SSCTs and other named settlements in Section 4, the location of new waste management or disposal facilities should accord with the following sequential approach:
- within;
- on the edge of; and/or
- in close proximity to (ie within 16 km) of the urban area primarily served by the facility.

For rural areas and smaller towns there should be provision of:
- a network of local waste management facilities concentrated at, or close to, centres of population identified through Development Policy B; and/or
- an accessible network of strategic waste facilities.

Major sources of waste arising in rural areas will be treated locally, unless specialised facilities are required.

33. The draft RSS policy (W2) introduces a threshold of facility size through using the

phrase *"network of local waste management facilities"* and *"major waste arising…"*. The terms 'local' and 'major' in this context are not defined in the RSS and therefore these are a matter for individual waste planning authorities to determine – see later discussion in Section 3.

34. The regional policy was considered through an Examination in Public (EiP) during Spring/Summer 2007, with adoption likely in 2008.

Local Policy

35. The WLP was adopted in October 2004. The strategy set out in the WLP is based on a dispersed network of 'local' facilities supporting a smaller number of more centrally located 'strategic' operations.

36. The WLP made a distinction between preferred sites and areas of search. The latter generally being larger areas within which there is some scope for locating additional waste management facilities. Preferred sites are on the whole more concise and may even include specific site boundaries. The areas of search are mainly related to existing landfill sites.

37. The WLP used 50kt annual throughput as providing a distinction between 'strategic' (50,000+ tpa) and local (less than 50,000tpa). This threshold is derived from the Environmental Impact assessment Circular 02/99 (para A36) indicative tonnage throughputs.

Provision Requirements

38. The capacity and type of waste management facilities that Gloucestershire needs to make provision for, additional to that already permitted/operational, is set out in detail in the Technical Evidence Paper WCS-A 'Waste Data'. In summary these are:

39. By 2020/21 Gloucestershire will require the following additional capacity to manage its Municipal Solid Waste (MSW) arisings:

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

40. By 2020/21 Gloucestershire will require the following additional capacity to manage its Commercial and Industrial (C&I) waste arisings:

- Additional diversion of 145kt per annum from landfill (assuming 0% growth in this waste stream)

41. By 2012 Gloucestershire will require the following additional capacity to manage its Construction and Demolition (C&D) waste arisings:

- Diversion of an additional 111kt per annum from licensed landfill
- 'Exempt' capacity to use inert material for land restoration (e.g. of worked out mineral sites)

42. There are currently no specific targets on hazardous waste and no requirement to make specific capacity provision to manage this waste stream.

Section 3 Approaches to Making Provision

43. Local development frameworks can make 'provision' for waste management facilities in four main ways:

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

44. Within these four approaches to making provision there are the separate issues of:

a) what constitutes a strategic compared with a local site

b) the 'need' for waste facilities, and

c) the phasing of when facilities should come forward to meet the needs of the County.

These are considered in turn below.

a) Strategic/Local Site Thresholds

45. The WLP identified a number of sites for waste management operations that, subject to review, could potentially be rolled forward into the site specific DPD. These were divided between strategic (50,000+ tpa) and local (less than 50,000tpa), and also between preferred sites and areas of search.

46. Stakeholders were asked at I&O stage if they considered these WLP thresholds to be appropriate. A particular theme that emerged was that there could be different thresholds depending on the type of waste being handled and its likely environmental impact. The rationale being that a site could be of a small scale (i.e. less than 50kt throughput), but handling specific waste materials from a wide catchment, thereby making it strategic. Such facilities could have a greater potential environmental impact through transport movements than those handling larger volumes of other waste materials.

47. The Government's 2007 Planning for a Sustainable Future White Paper (Box 5.1 page 75) suggests the following thresholds in respect of applications that might be determined by the proposed Independent Planning Commission (IPC):

- Energy from waste plants producing more than 50 megawatts – the existing Electricity Act 1989 threshold.
- Plant whose main purpose is the final disposal or recovery of hazardous waste, with a permitted hazardous waste throughput capacity in excess of 30,000 tonnes per annum, or in the case of hazardous waste landfill or deep storage facility for hazardous waste, a permitted hazardous waste throughput or acceptance capacity at or in excess of 100,000 tons per annum.

48. An 'impact' based approach would move away from an objective tonnage threshold,

which will require a judgement to be made as to what are appropriate and reasonable thresholds to adopt. A potential difficulty with this approach is that, for example, a site handling 40kt of inert C&D waste could have very similar on-site characteristics to one handling 80kt, albeit that the latter site might need to be larger, or have longer operating hours. Indeed, if the 80kt facility were entirely enclosed in an acoustically clad building then it could have less impact than a 40kt facility that operates entirely in the open.

49. In terms of proximity issues that may affect the impact a facility could have, the EA were asked what they consider to be reasonable stand-off distances for different facilities, however they do not have a set policy. The EA position statement is provided in Appendix E of the Evidence Paper *'Stakeholder Responses to the Issues & Options Papers'*.

50. A further difficulty with pursuing an impact based approach (i.e. different thresholds for different waste streams) is that it is hard to predetermine what is appropriate in any given case as there will be many influencing factors (location, proximity to neighbouring land-uses, materials being received, processing methods etc.). This weakness was highlighted by Cheltenham BC who noted that whilst a moveable threshold could be more effective it would be confusing to users of the plan.

51. Two key outcomes from discussions held with waste operators, in terms of the practicalities of their operations in relation to thresholds were:

- There are different ways of defining site sizes (market coverage, materials, specialist facilities, tonnages). There is a demand issue in that operators need plant with flexible capacity otherwise operations become outdated. Customers want 24hr operations + C&I collections evenings and weekends. Operators need to be flexible.
- Difficulty defining strategic sites - A matrix could be used according to the position in waste hierarchy plus the distance waste has to travel. C&I waste depends on the type of industry being developed. MSW is lead by whatever strategy dictates.

52. From this evidence three approaches for **thresholds** emerged:

(i) Predetermined impact based approach. Thresholds set out for different waste streams (eg. a strategic facility for biodegradable waste could be 100kt, whereas a strategic facility for hazardous waste could be 30kt as per the Planning White Paper suggestion);

(ii) Retain WLP approach of 50kt separation between strategic and local facilities;

(iii) Case-by-case impact based approach. Use no threshold at all and determine the strategic nature of each proposal on its merits (i.e. market area, type of waste, number of operators in the region).

53. Approach (i) is considered to be too confusing for users of the plan and complicated to administer, whilst Approach (iii) would present an arbitrary approach that could potentially be opaque for all

concerned. The preferred option is therefore (ii) - to retain the approach used in the WLP, as derived from the thresholds used in the EIA Circular 02/99 (paragraph A36). The reason for this being that it provides a simple readily understandable figure that all parties can comprehend. This is also a threshold used in other documentation (such as Circular 02/99 and Wiltshire/Swindon WLP).

b) The 'Need' for Waste Facilities

54. An overarching driver in respect of 'need' is ensuring that there is a suitable network of waste management facilities across the County to handle (re-use, recycle, compost, recover, dispose) the waste that is predicted to arise (see Technical Evidence Paper WCS-A 'Waste Data'). This has both locational (where is the facility needed) and waste hierarchy (reducing disposal) requirements. This reflects both what is required by policy i.e. the need to pursue the waste hierarchy or to meet national or regional planning targets, and also 'demand' i.e. what the market wants.

55. Need and demand are therefore potentially two different things and the latter does not necessarily completely coincide with the waste hierarchy. For example, where waste is produced the waste hierarchy will always seek to drive waste management towards re-use/recycling/ composting, whereas the waste industry may wish to invest in a particular type of facility for commercial reasons, e.g. recovery of energy. Consequently there needs to be a balance between aspirational aims and what is reasonable and practicable to achieve. There is little benefit in a strategy identifying unfeasible and unrealistic outcomes/solutions for the future management of waste.

56. Where a waste management facility accords with an up to date development plan the requirement for an applicant to demonstrate a market or quantified need has been explicitly removed by PPS10 (para 22). However, where proposals come forward on sites not in the development plan, or circumstances change, a process is required to assess such proposals. This would need to recognise that if a criteria based approach is taken for assessing sites at the top end of the hierarchy (i.e. recycling/composting) then by default these will not be identified in the development plan. A 'need' requirement in such instances should not unacceptably restrict such proposals coming forward as PPS10 is clear that a key planning objective (para 3) is to 'encourage competitiveness'. If there were no competition then there would be little incentive for waste operators to innovate and reduce costs to customers.

57. The companion guide to PPS10 (para 8.16) takes the matter of demonstrating 'need' a stage further in noting that there is no requirement to demonstrate 'need' provided the proposal is not for a waste disposal facility. Where the proposal is for such an operation there is a requirement for applicants to show that it will not prejudice movement of waste up the hierarchy.

58. These approaches need to be viewed in conjunction with making appropriate provision for waste management facilities.

Approaches for dealing with 'need'

59. Please note that policy wording has not been provided for each of these approaches as the finally selected approach will be subsumed within other provision related policies. Approaches A1 and A2 involve allocating specific sites and therefore are similar in requirements.

60. **Approach A1** If preferred sites for all waste management facilities are identified in a site specific DPD then any proposals coming forward on these allocations will not be required to demonstrate a 'need' as by default this will have been determined through the development plan process. Any waste proposals on 'windfall' sites will be required to demonstrate how the proposal fits into a sustainable waste management system for Gloucestershire. Suitable criteria for windfall sites would be required in a policy.

61. **Approach A2** If only strategic sites are identified in a DPD then those proposals would follow the process in Approach A1. Suitable criteria for windfall sites would be required separate to the criteria for local sites. Non-strategic, or 'local' sites, which are not identified in a site specific DPD will be required to demonstrate how the proposal fits into a sustainable waste management system for Gloucestershire. Such an approach assumes that strategic proposals will only be made on sites in the plan. This is potentially over restrictive, lacking in flexibility and may not result in the most sustainable waste management system for Gloucestershire.

62. **Approach B** If only strategic sites are identified in a DPD then those proposals would follow the process in Approach A. Suitable criteria for strategic windfall sites would be required separate to the criteria for local sites as non-strategic 'local' proposals for facilities that re-use, recycle and compost waste (i.e. those which don't dispose of waste), which are not identified in a site specific DPD would not be required to demonstrate a market need for the facility in order to increase competitiveness and encourage proposals that drive waste management up the waste hierarchy.

63. The difference between Approaches A2 & B is the need for non-strategic, or 'local' sites, which are not identified in a site specific DPD to demonstrate a need (see underlined sections above). The latter does not require evidence, the former does. The intention in both options being to encourage waste management facilities that move waste up the hierarchy.

c) Facility Phasing

64. National policy guidance for forward planning in general refers to the potential for DPDs to phase development in order to try and provide for what is needed at set points in time. Whilst such an approach has potential when dealing with future housing and mineral extraction for example, this approach does not have the same potential when considering future waste management 'need'. This is for two main reasons:

- Firstly, the waste management facilities are needed **now** to manage the waste that is currently arising. Phasing in this sense therefore would require the facilities to be in place as soon as possible.

- Secondly, the construction and financing of a waste management facility is such that it is unrealistic to expect a developer to propose, for example, a 100kt material recovery facility in 2010 to then have to increase its capacity to 150kt by 2015 and then again to 200kt in 2020.

65. Notwithstanding these reasons the Joint Municipal Waste Management strategy (JMWMS) set out a time line that effectively introduces a form of phasing into the MSW stream to meet LATS and recycling targets (see Diagram 1 below, reproduced from the adoption draft JMWMS, 2/10/07).

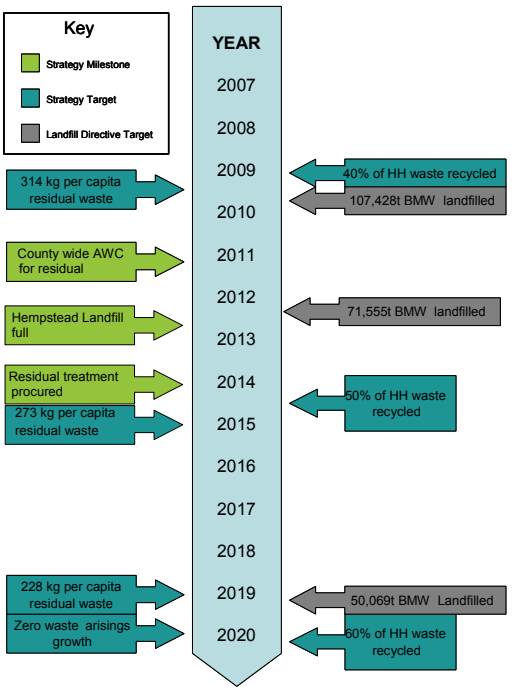


Diagram 1: JMWMS Time Line

66. Ideally the waste facilities to compost, recycle and divert waste from landfill would already be in place, as waste is currently being produced and disposed of. But as this is not the case it is likely that Gloucestershire will need to trade LATS permits in order to meet the requirement in the first few years. The two key phases for MSW facility provision are: in-vessel composting by 2009/10; and residual waste treatment procurement by 2012/13.

Making Provision for Waste Management Facilities

a) Site Specific Approach

67. Although initial guidance in PPS12 stated that a core strategy is not a site specific document this position now appears to have altered (see discussion in Section 2). Advice from GOSW, and Planning Inspectorate experience to date, indicates that for strategic sites such an allocation could be made where critical to the strategy's vision.

68. Notwithstanding that, it is the intention of the WPA, where necessary to identify specific land or facilities in the Site Allocations Waste development plan document, which is timetabled to begin preparation in 2009 (as per the adopted Minerals & Waste Development Scheme). However, the County Council may have to consider whether this approach is still appropriate due to emerging guidance and also following the Secretary of State's Direction (September 2007), which affects the status of the WLP site allocations.

69. The benefit of identifying sites in a development plan document is that theoretically it gives a degree of certainty for communities and developers as to where waste development is most likely to take place. This was achieved in the WLP through Policies 4 and 5.

70. The disadvantage is that site owners can refuse to allow their allocated sites to come forward for waste uses, or hold operators to 'ransom' over a limited number of sites. This is a particular issue highlighted by PPS10 (para18) and its companion guide (para 7.23). It is a problem that the WPA has been made aware of through discussions with operators and site owners in Gloucestershire since adoption of the WLP in October 2004.

71. To overcome this site ownership difficulty the County Council, as WDA, is considering purchasing a site in order to deliver its MSW diversion strategy under the Landfill Allowance Trading Scheme (LATS). If a site is in WDA ownership by the time the WCS is submitted then GOSW advice is to include it in the document as a specific site. However, if this process has not been completed, or other unforeseen issues arise, then a flexible approach will be required whereby a wider area of search (or broad location) is identified within which such a site may come forward. Given the present uncertainties with land ownership and waste technology options it is the latter approach that the WPA considers is most prudent at this point in time.

Achieving flexibility when identifying sites in a Site Allocations DPD

72. Flexibility is a key element of the new planning system and is a feature that waste operators highlighted as being of particular importance in delivering facilities on the ground. Flexibility can be attained in one of two main ways. Either through seeking to allocate more sites within a site allocations DPD than will potentially be needed to allow for greater market demand/choice, or through deliberately identifying fewer sites but using criteria based policies to allow certain types of waste management facility to come forward to drive management methods towards the upper end of the waste hierarchy. For this latter approach it would be necessary for non-allocated sites to not be unduly disadvantaged by having to undertake a comparative test against sites allocated in a plan, otherwise this approach would not engender the flexibility sought.

73. Potentially a combination of the two may be required. But if a strategy of additional provision were followed the amount of extra provision would need to be considered (for example +10%, +20%, +30% etc.).

74. GOSW considered (at a meeting with the WPA on 7th November 2006) that provision should be based on up to date evidence of need and could potentially be phased to allow for flexibility on delivery. The need for facilities is determined by the 'capacity gap', which is provided by the RSS apportionment requirements, as set out in Table 1 (in Section 2).

75. However, the RSS requirements for facilities at the top of the waste hierarchy are only minimum figures. Therefore, following a strategy which aims to divert as much waste from landfill as possible is likely to mean that the actual number of

facilities required, or their throughput, will be higher.

76. Additionally, by way of an example, if the WCS was to limit the number of C&I recycling facilities (whichever way such a facility is defined given the almost infinite spectrum of operations it could incorporate), then this could act contrary to the objectives of the waste hierarchy and would not be responsive to the changing needs of businesses and/or the waste industry.

77. In practice, certainty through site allocations has not always occurred. Of the 44 waste related proposals submitted in 2004/05, 38 were on sites outside of those allocated in the WLP. These were either on existing waste management sites not identified in the WLP (29) or on completely new sites (9). Of the remaining six that were on WLP preferred sites, three were approved, one was refused, one remains undetermined and one was withdrawn. The majority of these applications were for relatively small/minor operations or amendments (such as operational conditions) to existing sites.

Consultee Responses

78. During the I&O consultation there was a broad spectrum of stakeholder opinion on what constituted an appropriate strategy for making provision for different management methods (see I&O Issue W4.8). Unfortunately there was no discernable trend in responses to support any of the approaches set out in the I&O papers. However, at the October 2007 waste forum attendees provided a degree of consensus on the different approaches to making provision. In summary the responses to making provision for different types of facility at these progressive stages were:

79. ***Composting***: I&O responses from some statutory consultees (Severn Trent Water and Cheltenham BC) and other stakeholders supported using a criteria based approach for composting facilities (both green and mixed). Parish Councils generally supported the identification of smaller sites in a DPD. And the EA preferred broad areas of search to be identified. This approach was further ratified by all groups at the October 2007 waste forum.

80. At I&O stage the WDA considered that a combination of sites and criteria was appropriate (where strategic sites only are identified in a DPD). But they cautioned that if windfall sites came forward these must not be rejected purely because they are not in the plan as the site(s) might be better than allocated sites. The WDA were also concerned that if this occurred then it may slow down the planning process and become an issue for deliverability of MSW facilities.

81. ***Biodegradable re-use/recycling****:* At I&O stage there was some support for only identifying strategic sites in a DPD, although some statutory consultees considered that an area of search was the preferred approach. There was no support for identifying only sites for small facilities in a DPD. The October 2007 forum reached a consensus that smaller sites should not be identified in a DPD whereas strategic sites could be provided through a combination of sites and criteria, subject to consideration of size, location etc.

82. ***Inert re-use/recovery/recycling****:* I&O stakeholder responses indicated that the two preferred approaches in making provision were by identifying strategic sites and providing broad areas of search, however there was no general consensus about which is the most appropriate strategy for this waste stream. There was no support for identifying only sites for small facilities in a DPD. The October 2007 forum reached a consensus that smaller sites should not be identified in a DPD whereas strategic sites could be provided for through a combination of sites and criteria.

83. A workshop with Gloucestershire's C&D operators (12/6/07) and a workshop/seminar with small businesses in Gloucestershire (facilitated by Gloucestershire First, November 2006) concluded that many of the problems being faced by industry have been as a result of the constraints that a site specific plan has placed on them – primarily due to land ownership issues. As a result, a criteria based approach for inert recycling/transfer facilities was considered the only realistic way forward, particularly as the onus is on the waste operators to acquire suitable land to undertake such operations.

84. Through these discussions with C&D operators it is apparent that although the County appears well served by C&D waste management facilities there is in fact a shortage of sites for small/medium sized operations, and for disposing of unrecyclable soils/sub-soils. Two factors have conspired to create this situation:

- Firstly, operators generally rent their sites and these leases have been rescinded to make way for higher value land-uses (or as part of wider regeneration initiatives);
- Secondly, the sites identified in the WLP as having potential for such uses, i.e. alternative sites where businesses could relocate, have not been released by landowners.

85. It was also noted in the I&O papers that there may be a requirement for more disposal capacity (landfill) to meet the county's needs. This situation, however, requires careful monitoring due to the many assumptions that are necessarily made when calculating how much time (voidspace) each site is likely to have left. More information on this issue is contained in Technical Evidence Paper WCS-A 'Waste Data'.

86. ***Recovery/treatment***: There was general support at I&O stage for an approach based on identifying sites, either for strategic or for all such facilities. There was no support for identifying only sites for small facilities in a DPD. This approach was also borne out by attendees at the October 2007 forum, who considered that smaller sites should not be identified in a DPD whereas strategic sites could be provided for through a combination of sites and criteria. The WDA preferred an approach whereby strategic sites would be identified in a site specific DPD and smaller 'local' sites would be determined on a criteria based approach. However, it was noted that if suitable small sites are suggested then these should also be included. The key issue with this is for site owners to come forward to promote their land.

87. ***Landfill disposal***: There was a general support for using an approach based on identifying sites in a DPD. By their nature landfill sites tend to be of a significant size and therefore this might account for their being no support for the identification of only small sites in a DPD.

b) Broad Locational Approach

88. There is no standard definition as to what constitutes a broad location. The WPA has taken the view that these are generally wider than areas of search (as set out in the WLP), but that can be narrowed down into discrete areas that can provide a framework of spatial guidance to inform more specific site selection. The WPA take the view that this is an important stage in providing a framework for any detailed site selection work that may be carried out either through the WCS or a Waste Site Allocations DPD. Detailed information on the broad locational approach is set out in the Evidence Paper WCS-C 'Broad Locational Analysis'.

c) Criteria Based Approach

89. The criteria based approach requires a policy, or set of policies, in which clearly identified factors are set out that a waste development proposal must meet if it is to gain planning permission.

90. The **advantage** with this approach is that it provides industry with the flexibility to locate anywhere within the county provided that their proposed site meets the pre-determined criteria. A further advantage with a criteria based approach is that by default it provides a framework for the consideration of proposals that come forward which might potentially be important to identify in a Site Allocations DPD.

91. Additionally, where there is an overlap between materials that are classed as waste and those that are the ingredient of a manufacturing/sales process, a criteria based approach provides for a more flexible consideration of the issues. For example, should furniture recycling projects, architectural reclamation yards and charity shops be classed as recycling/re-use facilities? Similarly for composting, if agricultural premises (as a generic search option) were used as the basis for allocating sites then potentially almost all of the farms in the county could, by default, be allocated for composting facilities. To have to identify all such locations in a DPD would be both impractical and also unduly restrictive, thereby further compounding the difficulty in moving waste up the hierarchy.

92. To overcome this, some other WPAs have adopted a strategy of dealing with proposals for waste management activities towards the top end of the waste hierarchy by way of a criteria based policy. By using a policy framework that assesses proposals against a given set of criteria this creates a level playing field, which should encourage proposals for facilities towards the top of the waste hierarchy to come forward.

93. The companion guide to PPS10 (para 3.7) highlights that policies will need to be particularly supportive of the upper end of the hierarchy. This strategy also increases the potential for competitiveness in line with PPS10 and will give the WCS greater flexibility over its duration.

94. The **disadvantage** of this approach is that it potentially provides less certainty to industry and local communities. The WLP sets out a criteria based approach for determining the suitability of proposals that come forward outside of allocated sites. The starting point for such consideration is Policy 6 of the WLP. One of the tests in WLP Policy 6 is for applicants to satisfactorily demonstrate why they have not pursued their proposal on a site in the WLP. As the strategy should be encouraging proposals to divert waste from landfill, this additional test potentially restricts the development of composting/recycling in the county.

95. There is concern from some respondents that the use of a criteria based strategy is not proactive and may be at odds with a truly 'spatial' approach. However, conversely other respondents considered that over reliance on sites in plans can lead to a ransom situation being created whereby landowners may withhold their sites. There are also issues as to whether sufficient suitable sites for all waste streams and methods can be formally identified in a site allocations DPD not least due to PPS10's companion guide requiring that any land should have *"willing landowners"* (para 7.23).

96. Different approaches for a criteria based policy include:

- Set out a positively worded criteria based policy approach for facilities that store, bulk-up, transfer, recycle and compost waste.
- Provide different criteria for different waste streams, dependent on likely impacts.

d) Combination Approach

97. Additionally, a fourth way to make provision in development plans is to use a combination of the above three approaches. The benefits of this approach are that it provides both certainty (for those seeking larger permissions on allocated sites) whilst also giving flexibility to smaller operators to undertake their activities (provided they are demonstrably moving waste management up the hierarchy) at a variety of locations provided they can demonstrate that they fulfil the criteria requirements from a development control DPD.

Sustainability Appraisal Outcomes for different approaches

98. Options for site provision can be complicated. At I&O stage, to simplify the various approaches into a strategy that could be meaningfully assessed four options were tested as part of the sustainability appraisal (SA) process and each was tested against 15 key objectives. The four options were:

A 'business as usual' (rolling forward the WLP approach);

B identifying sites in a DPD;

C not identifying sites and using a criteria based policy approach;

D a mixture of sites and criteria.

99. The outcome of the SA process was that there is considerable uncertainty in following Option C. Options A & B were identically scored, as identifying sites in the plan is the current practice. However, on balance Option D appears to represent the most sustainable approach and is the most positive option in terms of the tests against the SA Objectives.

Section 4
Preferred Options for Making Provision

100. Provision is based on the analysis of data in relation to existing and likely future requirements. Technical Evidence Paper WCS-A 'Waste Data' sets out the targets that we are required to meet and the county's current waste management capacity. When these two sets of data are combined it becomes apparent that there is a 'gap' in the capacity of facilities that are required. This is therefore the additional provision that should be identified.

101. Options for planning for future waste management facilities reflect the potential future capacities needed in conjunction with the approximate size of site required, see Technical Evidence Paper WCS-G 'Waste Facility Types'. However, assumptions have to be made, particularly in terms of maximum capacity of sites and the lifespan of landfill operations. By building in a degree of flexibility into the WCS this will prevent it from becoming quickly outdated as more data becomes available.

102. The preferred options for making provision are set out below: recycling and composting; residual waste treatment; landfill; sewage infrastructure.

Recycling and Composting (including bulking-up and transfer)

103. For recycling and composting of MSW the WCS will be informed by the JMWMS approach. For other waste streams (C&I and C&D in particular) provision is steered by the waste hierarchy in the direction of composting/recycling ahead of energy recovery and disposal. Flexibility is important when encouraging these facilities to come forward. Specific site allocations that do not subsequently have landowner support potentially place unnecessary barriers in the way of other sites coming forward.

104. Another option is to identify areas of search for waste management facilities towards the top of the hierarchy (EA proposal) (see Issue W4 from the WCS I&O papers).

105. A further way to progress this issue is to set out a criteria based policy for encouraging the development of facilities for composting and recycling operations. Criteria that could be included in such a policy are set out in PPS10 (para 21 and Annex E) and its companion guide (paras 8.13-8.17). A particular criterion that was raised at the joint waste forum (March 2006) was the opportunity for on-farm composting schemes as part of farm diversification. This is supported by national guidance in PPS10 (para. 21(ii)) and in the emerging South West RSS (para.7.4.8).

106. Another issue raised by stakeholders was the use of a standard segregation distance between composting activities and sensitive land uses, for example houses. The EA's position on this issue is that there

will be a presumption against permitting [and to object to any planning application] of any new composting process [or any modification to an existing process] where the boundary of the facility is within 250 metres of a workplace or the boundary of a dwelling, unless the application is accompanied by a site-specific risk assessment, based on clear, independent scientific evidence which shows that the bioaerosol levels are and can be maintained at appropriate levels at the dwelling or workplace.

107. Additionally the EA state that they will continue to work with DEFRA and others to identify appropriate control measures that may allow operations to take place within 250 metres of the boundary or a dwelling/workplace. This position statement is set out in more detail in Appendix E of the Evidence Paper '*Stakeholder Responses to the Issues & Options Papers*'.

108. For each option (below) the definition of what constitutes "recycling", "composting", "strategic" and "local", could either be set out in the supporting text to keep the policy concise or stated explicitly within the policy. The intention would be that such facilities would not be confined to MSW but could potentially also serve agricultural, C&I or C&D waste streams. It should be noted that in order to reduce the number of policies needed facilities for bulking-up or transferring waste are included within this category of waste management facility.

109. Although waste is produced all across the County the majority arises in the central Severn vale. In particular the Tewkesbury, Cheltenham, Gloucester, Stroud axis. Managing waste in proximity to its sources of arising is an important factor in sustainably locating facilities. This was a key finding from the Waste Forum (March 2006). It therefore follows that strategic facilities for managing waste from a wide catchment should be centrally located in the county. Conversely, small facilities to serve a local need will, by definition, be located in a dispersed pattern around the county. More information on this issue is contained in Technical Evidence Paper WCS-C 'Broad Locational Analysis'.

110. Where potential locations are referred to in the options below the evidence for this is set out in the Technical Evidence Paper WCS-C 'Broad Locational Analysis'.

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

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

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

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

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

Option B
Criteria for site identification in a DPD (strategic & local composting/recycling facilities)

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

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

i. Previously-developed land and redundant rural buildings, including farm diversification opportunities.
ii. Co-location with complementary or similar existing operations.
iii. Sites within* or on the edge of towns.
iv. Sites in the central Severn Vale that can serve a wide market area.

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

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

Strategic Site Policy
Sites for strategic composting and recycling facilities in Gloucestershire will be identified in a site allocations development plan document. Physical and environmental constraints, including the impact on neighbouring land uses, will be a key consideration. The following search criteria will be used as the basis for selecting sites with priority being given to:

i. Previously-developed land and redundant rural buildings, including farm diversification opportunities.
ii. Co-location with complementary or similar existing operations.
iii. Sites within* or on the edge of towns.
iv. Sites in the central Severn Vale that can serve a wide market area.

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

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

i. The impact on neighbouring land uses is acceptable (proposals for composting must be at least 250m from sensitive land-uses).
ii. The highway access is suitable for the proposed vehicle movements.
iii. They contribute towards providing a sustainable waste management system for Gloucestershire.

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

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

i. Areas with large waste arisings.

ii. Areas on the edge of towns.

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

111. For **Options C and D**, where recycling composting facilities are to be identified in a subsequent DPD, and are of a 'strategic' nature, the broad locational approach under which such sites would be considered is set out in the Technical Evidence Paper WCS-C 'Broad Locational Analysis'.

Provision for Treating / Recovering Value from Residual Waste

112. Not all waste is suitable for recycling or composting. Once recycling and composting has been maximised the issue of recovering value from the residual waste (i.e. that which cannot reasonably be re-used, recycled or composted – National Waste Strategy 2007 para 17 uses the phrase *"sensibly be re-used or recycled"*) needs to be addressed. This is an important element of the waste hierarchy.

113. At I&O stage there was stakeholder support for inclusion of a policy on energy recovery in the WCS, for example the GOSW response to the WCS I&O papers highlighted the stance of central government on the need for more energy from waste facilities to meet biodegradable waste diversion from landfill targets.

114. However, the evidence gathering to date, including stakeholder contributions at the joint waste forum and subsequent responses to the Issues & Options questionnaire, does not provide a clear steer as to how residual waste facilities should be provided, including whether they should be local or strategic in nature (see Issue W.5).

Threshold

115. Based on the discussion in Section 3 it is proposed to use the indicative threshold of 50,000tpa throughput from the WLP [see previous section] though with the caveat that a site can potentially process less than 50,000tpa and still be strategic (factors such as market area and type of facility will be key considerations).

Type of Facility

116. The type of waste management facility for MSW is a matter that is for the JMWMS to consider (as stated in PPS10 companion guide para 2.13). Additionally, guidance in PPS10 companion guide (para 2.10) states that the WCS should avoid any detailed prescription of waste management technique or technology that would stifle innovation in line with the waste hierarchy.

117. The economics of managing MSW is a matter that is being considered in detail by the WDA as part of the strategy for managing MSW. However, the financial investment required to build and run such a facility is likely to militate against a dispersed strategy (utilising numerous plants) being a viable option. The outcome of that process will inform which specific technology options the WPA needs to plan for.

118. In respect of other waste streams, principally C&I and C&D, the financing and building of facilities to manage residual waste is principally a matter for the waste industry. If there is no profit in undertaking the investment then facilities will not be forthcoming. Market forces are therefore a key driver for determining the technologies that are employed and the size of facility required. The role of the WCS is to enable sufficient opportunities for the provision of waste management facilities to come forward in appropriate locations (PPS10 companion guide para.2.9).

119. PPS22 companion guide sets out various waste technologies that could be employed as part of an overall waste management system. The intention of Gloucestershire's WCS is to revise the waste technology policies contained in its adopted WLP as part of preparation of the development control DPD. This was set out in the approved M&WDS (May 2005), a stance which was reaffirmed by retaining that approach in the revised development scheme (Sept 2006). Additional information on waste management technologies is set out in Technical Evidence Paper WCS-G 'Waste Facility Types'.

120. Technical Evidence Paper WCS-D 'Implementing the Waste Hierarchy' (Section 4) sets out two Options for making provision for waste management facilities, which recover value from waste. For ease of reference these are:

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

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

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

Option B - MSW specific technology approach - This approach requires the addition of a paragraph to the end of Option A to address specific MSW requirements from the JMWMS Residual Procurement Plan.

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

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

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

Site Criteria

121. In addition, provision for waste management facilities that recover value from waste can be made through criteria based on more locational aspects, such as existing/future land use, environmental designations etc.

122. Criteria for identifying sites were considered in detail during the stakeholder forums (March 2006 and October 2007), as set out in the subsequent reports by the independent facilitators (Entec and Land Use Consultants respectively), and detailed in Evidence Paper WCS-C 'Broad Locational Analysis'. Additionally criteria are set out in regional and national policy. Key criteria for selecting locations are:

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

b) previously developed land;

c) existing waste management facilities.

123. Locations that stakeholders considered should be avoided included sites with particular physical and environmental constraints (eg. flood plain and national landscape designations), and those that were likely to have an unacceptable adverse impact on neighbouring land uses.

Site Specific versus Broad Locational Approach

124. The locational aspect of where strategic waste facilities should be located are considered in detail in Technical Evidence Paper WCS-C 'Broad Locational Analysis'. The findings of that paper are combined with the options presented here to derive two spatial approaches: Option C is *site specific*; Option D is based on applications coming forward within a *broad location* or *area of search*. Whilst the former potentially provides greater certainty that planning permission will be granted at stated sites, the latter gives greater flexibility to develop waste facilities and will not stifle competition in the same way that identifying a limited number of sites could. The difference between the two options is the content of their respective first paragraph.

125. The site/area specific approaches for residual waste treatment facilities (see

below) both anticipate a limited number of strategic sites as considered in Technical Evidence Paper WCS-A 'Waste Data', which are to be found in a broad locational area (as highlighted in Evidence Paper WCS-C 'Broad Locational Analysis').

Option C - Residual Treatment Facilities – *Site Specific Approach*

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

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

b) previously developed land;

c) existing waste management facilities.

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

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

Option D - Residual Treatment Facilities – *Broad Location Approach*

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

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

b) previously developed land;

c) existing waste management facilities and mineral sites.

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

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

126. The site specific approach (Option C) effectively requires the identification of strategic sites in a Site Allocations DPD. Option D proposes that sites should come forward based on the identification of broad locational areas. For both options the broad location in question will be defined in the WCS. For more detail on this specific locational issue please refer to Technical Evidence Paper WCS-C 'Broad Locational Analysis'.

Options for Landfill Provision

127. The need to make provision for landfill voidspace is dependant on the predicted amount of voidspace that will be required up to 2020 (this being the final LATS target year). This issue is considered in detail in Technical Evidence Paper WCS-A 'Waste Data'.

128. However, if the County runs out of voidspace and therefore more needs to be

found, there are three main options to pursue this:

- extend existing sites (either upwards, laterally, or deeper)
- find new sites in county (search criteria would be set out in the WCS for implementation in the site specific DPD)
- provide a waste transfer station to bulk-up and then send the waste out of County (preferably using sustainable transport modes - rail or water)

129. Making provision for inert landfill is considered in respect of it facilitating a particular purpose only for the after-use of a mineral site e.g. nature conservation, agriculture etc. The options are set out in the Minerals Core Strategy Evidence Paper MCS-F 'After Minerals: restoration, aftercare and after-use in Gloucestershire'.

Sewage treatment facilities

130. The options for this type of infrastructure development are set out in detail in Technical Evidence Paper WCS-H 'Sewage Treatment Facilities'. The preferred option is for a criteria based approach linked to the policy on infrastructure provision for new developments.

Options That Were Discounted

131. PPS12 (paragraph 2.29) warns authorities against producing a compendium of use-related development control policies. Instead guidance steers policy preparation towards topic-related policies (such as those relating to amenity protection, landscape conservation and highways/ transport issues). For the same reason it is also not considered appropriate to set out a suite of waste management policies; one for each technology eg. transfer station, waste to energy facility, inert recycling, metal recycling, sewage treatment, landfill etc. This was the approach followed by the adopted Waste Local Plan (see WLP policies 8 – 22). Policies relating to these matters are to be contained as appropriate in a Development Control Policies development plan document (timetabled to begin preparation in 2009).

132. PPS10 (para 18) warns against making unrealistic assumptions about sites coming forward, particularly in respect of land ownership. The potential difficulty with site ownership has caused the County Council, as WDA, to seek to purchase a site in order to deliver its MSW diversion strategy under the Landfill Allowance Trading Scheme (LATS). The sensitive nature of negotiations involved with this situation has meant that identifying a specific parcel of land in the WCS for residual MSW treatment is not possible at this time. More information on this issue is set out in the Evidence Paper WCS-C 'Broad Locational Analysis'.

Section 5
Area Action Plans

133. Area Action Plans (AAP) can be prepared for areas that are likely to experience significant change, or development pressure. A key feature of AAPs is the focus on implementation, for example specific policies applying to certain areas in relation to conservation or enhancement, or particular design requirements and areas which will be subject to specific controls over development.

134. Stakeholders were asked whether AAPs should be prepared for parts of the County subject to significant change due to waste management operations. In general there was support for such an approach.

135. Options for land in the County where AAPs could be prepared are:

- The Wingmoor Farm landfill sites and associated waste management activities;
- Hempstead landfill site (potentially linked to the regeneration of Gloucester Docks);
- Land to the south of Gloucester straddling the M5 (encompassing Smiths waste operations and the strategic site allocation at Javelin Park); and
- Sharpness Docks.

136. The preparation of an AAP has not been timetabled into the approved Minerals & Waste Development Scheme (March 2007). Consequently it is not proposed to prepare an AAP at this stage.