Gloucestershire
COUNTY COUNCIL

Waste Core Strategy
Issues and Options

Part A

Summary Version
For Public Consultation

July 2006

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Section 1 Introduction

This Issues and Options document is the first step in preparing a Waste Core Strategy (WCS) for Gloucestershire. The WCS will provide the framework for sustainable waste management in the County over the next ten years.

This version (Part A) of the WCS Issues and Options is a summary version, with minimal use of acronyms and planning jargon. A list of acronyms is set out in Appendix A and a glossary of terms is provided in Appendix B. For more detail on these issues please see the 'Explanatory Paper' which comprises Part B.

The purpose of this Part A Issues and Options document is to generate discussion about what sustainable waste management means for Gloucestershire.

The document is not site specific. Instead it identifies important strategic issues on which we are seeking views. This will help to shape the way the county spatially manages its' waste in the future.

Waste as a Resource

Waste management in Gloucestershire has been dominated by landfilling. Currently a significant amount of waste which could be re-used or recycled is dumped into landfill sites. For many it is out-of-sight and out-of-mind.

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

Community Involvement

Proposals for waste related development often receive opposition from residents and businesses in their vicinity. To overcome this, greater awareness of the waste industry, confidence in the regulatory authorities and communal ownership of waste is required.

A key aspect for this WCS is fostering this communal ownership whilst providing the framework for determining planning applications.

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

How can you get involved in the WCS preparation?

Please let us know what you think of the issues and options presented in this paper by completing the standard response form, available at council offices, libraries or by contacting the Minerals & Waste Policy Team on 01452 425704. A list of the questions that it contains is set out at the back of this document.

To contact us you can:

- E-mail us at:
  m&wplans@gloucestershire.gov.uk
- Write to us at:
  Minerals & Waste Planning Policy
  Environment Directorate
  Gloucestershire County Council
  Shire Hall, Gloucester GL1 2TH
- Visit the County Council's website:
  www.gloucestershire.gov.uk
- Alternatively if you would like to speak to an officer involved in the preparation of the WCS, please telephone Council Direct on:
  01452 505345

We need your comments by **15 September 2006**. A report summarising the responses made to the WCS Issues and Options will be published following the consultation process. Your comments will be used to help us decide on the approach in the Preferred Options document.

Subject to the outcomes of this community engagement we will be working towards the preparation of the Preferred Option WCS in the Winter 06/07.

Key Milestones

The key milestones for the WCS are:

July 2005	Begin Preparation of WCS
Ongoing	Evidence gathering & data provision by the EA
Dec 2005	Newsletter for stakeholders
March 2006	Stakeholder forum
Summer 2006	Issues and Options for formal consultation
Autumn 2006	Consideration of representations and further consultation on additional Issues & Options (if required)
Spring 2007	Consultation on Preferred Option for the WCS
Winter 2007/08	Submission of WCS to Secretary of State
Autumn 2008	Independent Examination
Spring 2009	Adoption of WCS

Section 2
This is Gloucestershire

Gloucestershire lies in the South West region of England, bordering the regions of the South East, the West Midlands and Wales. It has borders with Wiltshire, South Gloucestershire, Warwickshire, Monmouthshire, Herefordshire, Swindon and Oxfordshire.

Administration

Gloucestershire covers an area of 1,020 square miles (2,650 square kilometres). There are six district councils in the County: Cheltenham Borough; Cotswold District; the Forest of Dean District; Gloucester City; Stroud District; and Tewkesbury Borough.

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

Transport

The M5 is the main north-south route through the County, running roughly parallel to the River Severn. The M50 runs to the north of County and the M4 and M48 pass just below the southern boundary.

The rail network in Gloucestershire contains four trunk lines. Additionally a line passes through Moreton-in-Marsh in the north east of the County.

Sharpness Docks on the Bristol Channel provides extensive water-borne cargo-handling facilities and port-related services. It handles cargoes such as dry bulks, minerals and timbers.

Gloucestershire has almost 3,500 miles of footpaths, bridleways and green lanes that make up its public rights of way network (PROW). Three national routes run through

Gloucestershire namely; the Thames Path, the Gloucestershire Way and Offa's Dyke Path.

Industry and Economics

Gloucestershire has historically been a significant location for commerce primarily due to its location at a crossroads of trade routes between Wales and London and the Midlands and the South West. These locational factors continue to make the county attractive as a business location today.

Gloucestershire is predominantly rural with three quarters of the County's countryside being used for agriculture. Cropping is the main activity, though there are large areas used for forestry and sheep/cattle/dairy farming.

Environment

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

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

The historic legacy of agriculture, industry, architecture and social organisation makes a significant contribution to the distinctive landscapes found in Gloucestershire.

The River Severn is the main watercourse in the County. The River Wye runs along the edge of the Forest of Dean. And the River Thames has its source near Kemble in the Cotswolds.

Gloucestershire has many important nature conservation designations, including:

- Ramsar Sites (Walmore Common and the Severn Estuary);
- Special Protection Areas & Special Areas of Conservation; and
- over 100 designated Sites of Special Scientific Interest (SSSI) in Gloucestershire.

In addition there are also many local nature designations.

The Gloucestershire Biodiversity Action Plan provides a framework for the conservation of biodiversity based on targeting resources towards protecting priority habitats.

Section 3
Planning Policy Context

We, as a society, produce more waste than ever before. Everybody produces waste and yet nobody wants a facility to manage it near to their home or workplace. Until we as individuals, and as a wider society, stop producing waste the problem of what to do with it will remain.

Communal ownership and responsibility for waste is fundamental to achieving a solution. The WCS will seek to address this problem. It will set out a **vision** for where we want to be, and a **spatial strategy** to achieve it. The core principle that will underpin it is the need to facilitate sustainable waste management in the County.

Sustainable development is the core principle upon which planning is based. At its heart is the simple idea of ensuring a better quality of life for everyone, now and in the future. A widely used definition of sustainable development is that of the Brundtland Commission (1987):

"development which meets the needs of the present without compromising the ability of future generations to meet their own needs."

European Directives

There are a number of important pieces of European legislation that affect the way we manage our waste. The EC Landfill Directive (Article 5(2)) introduces a requirement to reduce the amount of biodegradable municipal waste that is landfilled.

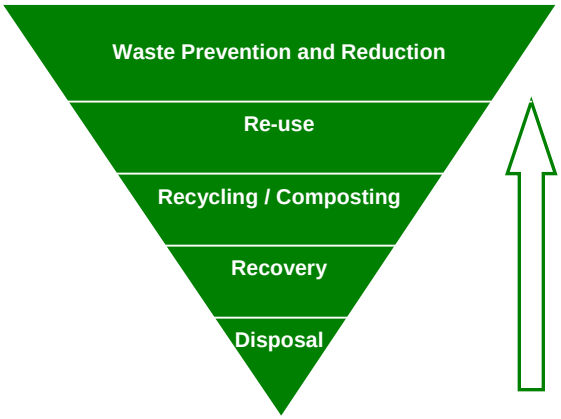
The aim is to move waste management practices away from landfill towards more sustainable methods of waste management and resource recovery by reflecting the waste hierarchy. This places final disposal as the least preferred option.

National Policy

The County Council is required under the 2004 Planning Act to prepare planning policy documents for waste management development. Guidance on doing this is contained in Planning Policy Statement 10 'Planning for Sustainable Waste Management' (PPS10) and in the National Waste Strategy (which is currently subject to consultation). The WCS needs to be in conformity with this policy.

The National Waste Strategy is a statement of the approach for managing waste. It requires waste management to be moved up the waste hierarchy.

The Waste Hierarchy



The consultation draft of the National Waste Strategy (February 2006) proposes to increase national household waste recycling and composting rates to:

- 40% in 2010
- 45% in 2015
- 50% in 2020

Regional Policy

The Regional Planning Body is required to prepare a Regional Spatial Strategy. It sets out an amount of waste that each area has to manage, including the broad locations for facilities. The WCS is required to be in line with the policies in this regional document.

The Regional Spatial Strategy sets targets for managing the three main waste streams of municipal solid waste (MSW), commercial and industrial waste (C&I), and construction and demolition waste (C&D). The regional targets for Gloucestershire are set out in Appendix C.

The County Council, as the organisation responsible for waste planning in Gloucestershire, needs to demonstrate how the WCS will meet these requirements.

Local Policy

The Gloucestershire Waste Local Plan (2004) provides the local policy against which planning proposals for waste management facilities are determined. The Plan's strategy is to raise waste awareness to help reduce the amount of waste produced in the first place, and promote greater waste re-use and recovery.

The WCS will replace some of the policies in the adopted Waste Local Plan, but it will not replace the preferred sites and areas of search. These will be considered separately in a document that will be prepared following adoption of the WCS.

The role of the WCS is to set out a strategy and framework for identifying sites/areas suitable for new or enhanced waste management facilities. Further information on all aspects of policy can be found in Section 3 of the Part B document.

Community Strategy

Local authorities have a duty to prepare *Community Strategies*. Gloucestershire County Council's Community Strategy was adopted in 2004. It was drawn up following considerable community involvement. The actions in the

strategy aim to deliver economic, social and environmental wellbeing in a sustainable way.

The Government is keen to ensure that there is integration between Community Strategies and planning documents: planning is a tool for local authorities to use in taking forward the community strategy's vision for their area.

The Gloucestershire Community Strategy 2004-2014 has the vision to:

"make a positive difference for people who live in, work in and visit Gloucestershire".

The WCS will need to provide a spatial vision that reflects this overarching vision.

Joint Municipal Waste Management Strategy

The Joint Municipal Waste Management Strategy (JMWMS) is prepared by the County Council's Waste Management Unit, through the Gloucestershire Waste Partnership[1].

The JMWMS and WCS are being prepared side by side. The former determines 'how' municipal waste should be managed whilst the latter will set out a framework for 'where' waste should be managed. The WCS both informs and is informed by the JMWMS.

The JMWMS should draw from the adopted Waste Local Plan (until replaced by the new plans) so that options are not developed in isolation of the spatial strategy for the County. The JMWMS preparation includes a draft for stakeholder consultation in Autumn 2006, with the final strategy scheduled for adoption in Spring 2007.

Local Transport Plan

The Gloucestershire Local Transport Plan (2006 – 2011) was submitted to Central Government on 31st March 2006. Its first objective is minimising the environmental impact of freight distribution. The strategy contains policies which aim to facilitate the movement of freight by alternative modes through greater use of existing rail, sea and inland waterways and the development of additional transfer facilities.

District Local Development Frameworks

District Councils in Gloucestershire will each prepare a Local Development Framework for their area. These will contain policies and identify sites for industrial/employment uses. Many waste management uses fall within this use class. However, with waste development being an employment use, such proposals need not necessarily compromise such allocations.

District Councils' Local Development Framework proposals maps are required to show where adopted sites for waste management facilities are located. This will generate greater awareness of the locations of waste facilities across the County.

[1] The GWP includes representatives from the six District Councils (waste collection authorities) and County Council (waste disposal authority). The aim is that this should harmonize activities between authorities across the County.

Section 4
Waste Managed in Gloucestershire

Approximately 1.37 million tonnes of waste is handled in Gloucestershire each year[2]. The split between waste streams is set out in the table below.

Waste Management in Gloucestershire ('000 tonnes)

Waste Stream	Base Year	Total
MSW	2004/05	309
C&I (including metals)	2002/03	599
C&D	2002/03	418
Hazardous	2003	46
Total		**1,372**

[2] Based on the most recently available data from the Environment Agency who are responsible for data collection.

Waste data has been obtained from two sources: the waste disposal authority (WDA) provide MSW information; and the Environment Agency (EA) provide information on all other waste streams. The base year for MSW is 2004/05, being the most recent completed year. For other waste streams the most up to date data provided by the EA is for 2002/03.

Who deals with waste?

The responsibility for dealing with controlled waste falls on a number of different organisations. Household waste is collected by the District Councils and disposed of/managed by the County Council. The Districts and the County use contractors to undertake these services.

C&I, C&D and hazardous waste are collected, managed and disposed of by private companies and do not fall within the responsibility of the Districts or County Councils.

Finding suitable locations to manage these wastes is the responsibility of Gloucestershire County Council, acting as the waste planning authority (WPA). This is done through allocating sites in a development plan (rather than providing the actual facilities themselves). It is then a matter for the waste industry to come forward with planning applications to develop these sites for waste related uses.

The Environment Agency is responsible for monitoring and enforcing pollution control matters relating to all waste streams. They also assess and issue waste management licenses, which are required to operate a waste management facility.

Illustrative map of waste management facility locations in Gloucestershire

This map shows the spatial distribution of waste management facilities in Gloucestershire.

Municipal Solid Waste (MSW)

MSW is made up mainly from waste produced by households together with a small amount of 'trade' waste collected by local authorities from shops and businesses.

How much MSW is produced?

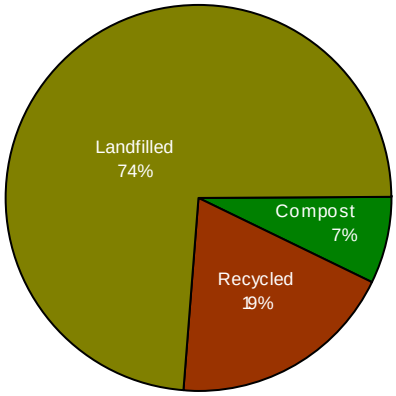
In the year 2004/05 Gloucestershire's households produced 301,000 tonnes of waste, and there was around 8,500 tonnes of trade waste.

recycle for Gloucestershire

The County has a household recycling and composting rate of 26%. However, the County Council is required to achieve more stringent targets for diverting biodegradable MSW from landfill if it is to avoid being fined. The penalty for failure is currently £150 per tonne over and above disposal costs.

Information on MSW is collected by the Waste Disposal Authority. Over recent years MSW has increased annually by around 3%. This growth is caused by a number of factors, including: population growth; legislation; waste collection regimes; levels of affluence; packaging of goods; consumer behaviour and changes in household composition.

MSW Managed in Gloucestershire 2004/05



The WCS will be advised by Waste Disposal Authority on what is an appropriate MSW growth projection to use. This will be the same as that to be set out in the JMWMS.

Capacity for managing MSW

The current capacity of facilities to manage MSW in Gloucestershire is dominated by landfill. There are also facilities for collecting, bulking-up and transferring waste as well as for composting it.

Household recycling centres (HRC) serve to bulk-up and temporarily store segregated materials for recycling and disposal. In Gloucestershire these have a capacity of around 80,000 tonnes per annum, though not all of this is for recycling. Around 35% of waste taken by householders to HRC's goes on to be landfilled.

The County currently has around 50,000 tonnes per annum capacity[3] for composting green waste. To meet our targets however we are going to require around 90,000 tonnes per annum. A significant proportion of this will need to be 'in-vessel' facilities to compost mixed organic waste (including food/kitchen waste).

Waste transfer stations (WTS) are used to bulk-up kerbside collected dry recyclables as well as waste for disposal. The capacity of WTS's in the County is around 125,000tpa. This is split between 'general' WTS's, whose waste is mainly sent on for disposal, and 'recyclable' WTS's whose waste is largely bulked-up and sent on for reprocessing.

By 2010 all waste must be pre-treated before it can be landfilled. However, there are presently no biodegradable waste 'treatment'[4] facilities in the County. Consequently new facilities will be required during the plan period.

The landfill capacity for disposing of the remaining waste is considered later in this section.

[3] A significant amount of this current capacity is of a temporary nature and may therefore need to be replaced.
[4] 'Treatment' being defined in the RWMS as being operations such as mechanical biological treatment (MBT) or thermal processing.

Commercial and Industrial Waste (C&I)

C&I waste is made up of waste generated by businesses, shops, offices, manufacturers etc. It is predominantly biodegradable or metal wastes.

How much C&I is produced?

During 2002/03 there was around 599,000 tonnes of C&I waste managed in the County: 240,000 tonnes were metal wastes and 359,000 tonnes were general biodegradable C&I waste.

To present a clearer picture of C&I waste, data on metal waste has been separated from general biodegradable material as the former is a largely self-contained waste stream. This shows that almost half of metal wastes were recycled compared with only 7% of biodegradable C&I waste.

The amount of biodegradable C&I waste that has been managed over the last five years has reduced slightly. Recycling of C&I waste, as a

proportion of the total, has remained relatively stable, although in tonnage terms it has diminished. Encouragingly there has been a big reduction in the amount of C&I that is being landfilled. This is likely to be as a result of the introduction of the landfill tax.

Identifying a trend in C&I waste is difficult as the overall managed total has moved up and down over this period. Consequently it is difficult to make a definitive future projection for growth rates. The Regional Waste Management Strategy has assumed a 0% growth rate, as has the adopted Waste Local Plan, and this approach is proposed to be rolled forward into the WCS.

Capacity for managing C&I waste

There is very little capacity in the County for composting or recycling the biodegradable element of C&I. Consequently, a huge proportion of this material (almost 90%) is being landfilled. Facilities that divert biodegradable C&I waste are therefore required if this situation is to be reversed.

Most metal waste is managed at scrap yards and car breakers. There is currently capacity in the County to handle (mainly transfer) around half a million tonnes per annum of metal waste. The vast majority of metals classed as being recycled was sent to 'unknown' destinations for processing. These facilities are believed to be outside of the County.

Government guidance indicates that similar wastes, from different streams, could be managed through the same facilities, for example MSW and C&I. However, unlike municipal waste which is dealt with by local authorities, C&I waste is handled by private contractors.

Paper sorting at a Materials Recovery Facility

Whilst it is not the role of the County Council to provide the facilities themselves for managing C&I waste (that is a matter for the waste industry), it is necessary for the County Council to 'make provision' in terms of identifying sites or setting out a policy approach, for where such facilities could go. This should encourage the private sector to invest in these types of facility that manage waste higher up the waste hierarchy.

Construction and Demolition Waste (C&D)

For simplicity C&D waste is assumed to comprise inert materials (brick, concrete, sub-soils etc.). It is recognised that timber, metal and plastic will also be present, however this counter-balances with C&I waste, which is considered to be largely biodegradable.

How much C&D is produced?

During 2002/03 there was around 418,000 tonnes of C&D waste managed in the County: 312,000 tonnes was landfilled and 95,000 tonnes was recycled. This latter figure does not include material re-used on building sites, for example used for landscaping or crushed for bulk-fill, as this never officially enters the waste stream.

In Gloucestershire the amount of C&D waste has been increasing since 1999. However, the amount of C&D waste that is being diverted from landfill has almost trebled since 1999. This is being used as a substitute for primary (new) aggregates and is likely to be a market/industry response to economic factors such as the Landfill Tax and Aggregates Tax.

Data for the South West indicates that regionally C&D waste arisings have fluctuated. The Regional Waste Management Strategy and the adopted Waste Local Plan both assume C&D waste growth to be zero. On balance, until more recent data is forthcoming it is proposed to plan on the basis of a continuation of 2002/03 tonnages.

Capacity for managing C&D waste

The County is currently well served by facilities for managing C&D wastes. There is presently C&D waste capacity for around 249,000 tonnes of treatment (crushing and screening) and 332,000 tonnes of transfer. This indicates that there is no capacity ‘gap’ in Gloucestershire for C&D waste.

However, to comply with the waste hierarchy and to reduce the reliance on primary mineral resources, more needs to be done to divert C&D waste from landfill. Additional sites for recycling C&D could still potentially be sought as this will stimulate industry competition and further assist in diverting this resource away from landfill.

The County Council is currently preparing a supplementary planning document (SPD) to minimise waste. This is a proactive strategy intended to stimulate C&D diversion from landfill. If the SPD is successful then additional competition may occur in the marketplace stimulating demand for more recycling facilities.

Agricultural Waste

Agricultural wastes include, for example, silage wrap, pesticide containers, waste pesticides, scrap machinery, oils and waste veterinary medicines from farms. Agricultural wastes are those generated from premises such as:

- Horticulture;
- Fruit & seed growing;
- Dairy farming and livestock breeding/ keeping;
- The use of land as grazing land, meadow land and nursery grounds; and
- The use of land for woodlands, where that use is ancillary to the farming of land for other agricultural purposes.

Until 2006 agricultural wastes were not a 'controlled waste'. The impact of these coming under planning control is therefore not yet fully known and will need to be carefully monitored.

How much is produced?

Agricultural Waste in Gloucestershire
Source: Strategic Waste Management Assessment 2000 South West

Nature of Material	Tonnes in 1998	Tonnage up to 2018
Compostible and Digestible	1,059,843	10,598,430
Combustible	41,709	417,090
Difficult and Chemical	13,484	134,842
Other (scrap machinery/milk)	766	7,660
Total	**1,115,802**	**11,158,022**

There is a lack of up-to-date information on agricultural wastes. An assumption has been made that the figure above has remained relatively constant.

Although agricultural waste comprises a considerable tonnage, potentially only a small proportion would need to be handled by new/additional waste management facilities.

- The majority of compostable material is assumed will be composted/reused on site (subject to EA licensing) as fertilizer/soil conditioners;
- The difficult/chemical element is likely to be included in the hazardous waste stream and scrap machinery can be taken to metal recycling facilities (scrap yards);
- The combustible element (which is largely plastics and straw) is likely to have the greatest impact on land-use facilities as these will need to be either re-used/ recycled or disposed to landfill.

Non-Hazardous Landfill Capacity

Annually in Gloucestershire we landfill around 600,000 tonnes of non-hazardous biodegradable waste and 312,000 tonnes of inert material.

Where is waste landfilled?

There are four main landfill sites in the County for disposing of non-hazardous waste (MSW, C&I and C&D):

- Hempsted, Gloucester;
- Wingmoor Farm East, Bishops Cleeve;
- Wingmoor Farm West, Bishops Cleeve; and
- Frampton, nr Stroud.

The Environment Agency have advised that these sites have a combined voidspace capacity of 10.5 million m^3.

The sites at Hempsted and Frampton are likely to be completed within the next 5-10 years and Wingmoor Farm East has a time-limited planning permission to 2009.

There are also small amounts of landfill capacity for inert materials at various locations around the County. However, as these sites cannot accept general biodegradable wastes they have not been added into the total.

How long will the landfill last?

Based on current inputs, disposal capacity in the County should last until around 2018/19. This estimate is based on a number of assumptions, including:

- waste growth rates for each stream;
- meeting various targets;
- contractual issues;
- using all permitted capacity;
- availability of material etc.

If any of these assumptions were to change, then the sites' life would either be shortened or extended. For example, if inputs reduce through successful waste minimisation initiatives then the voidspace could last for longer.

Conversely, if additional voidspace is needed this would be during the latter stages of the WCS period, most likely post 2018/19. The time it takes for gaining planning permission for such development would require consideration of this matter considerably earlier.

To ensure that the County does not run out of disposal capacity it will be necessary to carefully monitor the situation with a view to beginning detailed site appraisal work around 2010/11, by which time the fate of existing voidspace should be known.

Hazardous Waste

Waste described as 'hazardous' is comprised of some 20 different categories of material. Each has potentially different handling and management requirements.

Hazardous waste contains small amounts of material from the three main waste streams, for example: fridges and televisions from MSW; asbestos and contaminated soils from C&D waste; and processing residues such as sludges and oils from C&I wastes.

Hazardous wastes therefore not only include substances that are usually recognised as being dangerous or harmful, but can also include wastes from everyday activities, such as engine oils, paints and batteries.

How much is produced?

Hazardous waste comprises around 3% of all waste managed in Gloucestershire. Its generation has reduced by almost 50% between 2000 and 2003. The amount that has been imported into the County has also decreased.

Exports of hazardous waste

In 2003 28,500 tonnes of hazardous waste was produced in Gloucestershire. Only 1,500 tonnes of that was managed in the County. This means that 27,000 tonnes was **exported** out of the County, of which 9,000 tonnes was sent to other places in the South West and 11,000 tonnes went to the West Midlands.

Imports of hazardous waste

Gloucestershire also **imports** hazardous waste. During 2003 44,400 tonnes of hazardous wastes were brought in from around the country, of which 2,000 tonnes originated in the South West. Almost three quarters of the imports came from the South East Region and London, and around 5,000 originated in the West Midlands.

During 2003 the main quantities of hazardous waste imported into the County were thermal process waste and residues from waste management facilities (otherwise known as APC [air pollution control] residues). The majority of these came from London and the South East.

The exportation of hazardous waste from Gloucestershire is made up of mainly oils/waste-water and C&D wastes (soils and asbestos). Conversely there was around 6,000 tonnes of these wastes imported into the County. This shows that some materials are effectively being 'exchanged' between geographic areas.

How is it managed?

Hazardous waste managed in Gloucestershire is predominantly landfilled. The Region's total hazardous waste landfill capacity of 184,000 tpa is dominated by the Wingmoor Farm (East) site, to the west of Bishops Cleeve. This site has a significant voidspace disposal capacity.

However, the site's planning permission expires in 2009. Future operations will be dependant on the operator submitting a planning application to extend the end date for operations.

The Role of Regulatory Authorities

The Environment Agency track movements of hazardous waste and monitor sites to ensure their ability to receive specified hazardous waste and operate to a high standard whilst minimising harm to the environment.

The role of the County Council, as waste planning authority, is to prepare the framework for determining planning applications for facilities to manage hazardous waste. When determining planning applications the County Council must consider the proposal's appropriateness against current planning policies[5].

As with all waste management facilities, once permitted the continued operation of a particular site is a matter that is closely regulated by both the County Council, to ensure that conditions attached to the planning permission are adhered to, and the Environment Agency under licensing arrangements.

Inspecting a Waste Management Facility

[5] An application would fall to be judged against currently the WLP (where consistent with PPS10) and eventually the criteria to be set out in the Waste Core Strategy and any other DPD documents should they be adopted by then. Any such policy criteria need to be in conformity with PPS10 and the RSS.

Section 5
The Issues and Options for Gloucestershire

What are the key issues for the Waste Core Strategy?

There are twelve key issues that we consider the WCS needs to address. These are presented in a summarised format. If you wish for further information on any of these issues please refer to the more detailed Part B.

This section has been prepared following a public community forum on the 22nd March 2006. The key issues that were raised by attendees have been presented in a report by the consultants who facilitated the event.

Each issue has a number of questions related to different options for addressing the issue. We would appreciate your thoughts on these. A standard form has been prepared to help you. It is available at council offices, libraries or by contacting the Minerals & Waste Policy Team on 01452 425704. A list of the questions is set out in Appendix D at the back of this document.

Issue W1.
Setting an appropriate spatial vision and objectives for the WCS

The WCS is required to set out a spatial vision as to how we want to manage our waste. Objectives will stem from this vision. Key elements to consider are:

- pushing the management of waste up the waste hierarchy;
- taking communal responsibility for managing the waste produced within the County; and
- safeguarding Gloucestershire's environment, including its residents, from the adverse impacts of waste management.

To accord with these an interim Spatial Vision has been drafted:

"*A sustainable and educational waste management system for Gloucestershire that reduces waste produced from businesses and households as a priority and diverts waste from landfill.*"

To help deliver the Vision 14 objectives have been devised. These are:

1. To reduce the amount of waste produced in Gloucestershire;

2. To make the best use of the waste produced within Gloucestershire through increased re-use and recovering value from waste;

3. To encourage sensitive waste management practices within Gloucestershire to preserve/enhance the overall quality of the environment and avoid risks to human health;

4. To achieve a sustainable waste management system by minimising waste as a priority and encouraging communities to take responsibility for the waste they produce through better education about waste issues;

5. To assist in creating economic prosperity and employment for Gloucestershire by encouraging competitiveness, meeting the needs of business, and encouraging markets for goods made from recycled materials;

6. To ensure that waste management issues are properly considered and incorporated into new development proposals;

7. To reduce undesirable environmental impacts resulting from the handling, processing, transport and disposal of waste and meet legal requirements;

8. To protect communities from negative impacts of waste management and to protect designated landscapes and sites of nature conservation value from inappropriate development;

9. To make the best use of land by re-using previously developed sites in preference to undesignated green-field locations;

10. To reduce the environmental impacts of transporting waste by encouraging waste disposal to take place at the closest appropriate facility and to use more sustainable means of transporting waste;

11. To provide a strategy for managing the majority of the County's waste in reasonable distance from its source of arising;

12. To safeguard sites suitable for the location of waste management facilities from other proposed development;

13. To provide a strategy for assessing the appropriateness of waste management facilities in the Green Belt, and of the Green Belt boundaries themselves;

14. To set out a framework for monitoring and reviewing waste development plan documents.

What would be your Vision for the WCS? Please see Questions for Issue W1. on the standard response form.

Issue W2.

Determining the time period over which the WCS operates

It is important to clearly define the time period over which the waste development plan documents are to operate as this will impact on the capacity for which provision needs to be made.

Options include looking at least 10 years into the future, but potentially coinciding with regional guidance (up to 2026) or nationally derived target years (2020).

Over what timeframe should the WCS operate? Please see Questions for Issue W2. on the standard response form.

Issue W3.

Implementing the waste hierarchy - reducing the amount of all types of waste we produce, but where waste does arise to increase recycling and divert it from landfill

The waste hierarchy is central to sustainable waste management. The hierarchy should provide the basis for determining which mode (re-use, recycling, recovery, disposal) is the most appropriate for dealing with particular wastes.

Preventing waste from arising is a priority. But there is also an issue concerning how the 'need' for a proposal is considered – for example communities taking responsibility for their own waste and the use of legal agreements to secure appropriate waste management facilities in new development.

How should we be implementing the waste hierarchy? Please see Questions for Issue W3. on the standard response form.

Issue W4.

Adopting a strategy for making appropriate provision for waste management facilities

The WCS needs to contain a provision strategy for delivering sustainable waste management in the County. This must be based on national and regional planning guidance.
The strategy set out in the WLP was based on a dispersed network of 'local' facilities supporting a smaller number of centrally located strategic operations.

Options for the WCS relate to the degree of rigidity or flexibility that is built into the planning documents in terms of the type of operation and size of site needed for particular uses.

Flexibility can be attained either through seeking to allocate more sites than will potentially be needed to allow for greater market demand/choice, or through 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.

The benefit of identifying sites in a development plan is that it gives a degree of certainty for communities and developers as to where waste development is most likely to take place. Potentially a combination of the two approaches may be required.

What strategy should we adopt for making provision for waste management facilities? Please see Questions for Issue W4. on the standard response form.

Issue W5.

Setting out a spatial strategy for identifying suitable sites for waste management operations

The WCS does not identify specific sites. Instead it provides the criteria for identifying sites in a subsequent document, to be prepared once the WCS is adopted.

It is important to develop a clear policy framework for either identifying sites, or criteria against which any site that may come forward (existing or new) can be appropriately judged. This 'spatial strategy' needs to take into account 'locational' issues, for example:

- town versus rural locations (including green belt issues);
- small (local) versus larger (strategic) facilities;
- centralised versus dispersed locations;
- existing versus new locations.

Centralised facilities will accept waste from a wider cachment area and it may combine different waste operations in a single facility. If a dispersed strategy is followed this will potentially require considerably more sites to be allocated.

A number of sites will have to be identified in a Site Allocations document. However, for waste management there is rarely such thing as the 'perfect' site. Determining which sites should be selected will require a balance to be made between competing interests.

The principle issue in determining a framework for identifying sites is to prioritise what factors are most important when comparing one site against another. Issues that were raised at the Waste Forum and were considered to need to be balanced against each other include:

- suitability of local roads to handle traffic and the site access;
- protecting green-field land;
- locating new waste facilities with complementary existing activities;
- using sustainable modes of transport (e.g. by rail or water rather than by road);
- impact on neighbouring land-uses (e.g. nearby businesses and residents);
- safeguarding nature conservation interests (e.g. impact on wildlife, biodiversity etc.);
- historic environment and built heritage (e.g. listed buildings, conservation areas);
- locating facilities near to the source of waste arising;
- visual impact of the facility;
- preventing environmental pollution (i.e. protection of water resources, noise, dust, air emissions, litter, vermin, birds, odours, vibration & land instability).

What spatial strategy should we adopt for identifying sites? Please see Questions for Issue W5. on the standard response form.

Issue W6.

Implementing the Joint Municipal Waste Management Strategy (JMWMS) for Gloucestershire's household waste

The JMWMS will set out the County's strategy for managing MSW. The WCS will implement the JMWMS in terms of providing the framework for identifying suitable sites for the stated facility types required.

The approach to making 'provision' set out in the WCS needs to be in conformity with National policy and the Regional Spatial Strategy (RSS).

How should we implement the requirements of the JMWMS? Please see Questions for Issue W6. on the standard response form.

Issue W7.

Determining what factors should be used in assessing the cumulative impact on local communities

There is a need to consider the cumulative impact of waste operations on the well-being of local communities. This is to be measured through consideration of environmental quality, social cohesion and inclusion, and economic potential. Quantifying these elements will inevitably contain subjective aspects and may prove to be difficult to define.

By setting out the criteria in a policy framework this will provide a tangible set of factors against which 'cumulative impact' can be assessed. This however needs to be balanced against co-locating similar operations together in resource recovery parks.

A related issue is how existing waste management sites can be safeguarded from either re-development by other uses, or by encroachment from potentially incompatible land-uses.

How can we assess 'cumulative impact' on communities? Please see Questions for Issue W7. on the standard response form.

Issue W8.

Making an appropriate contribution to local, regional and national hazardous waste management requirements

Hazardous wastes arise all across the country, including in Gloucestershire. However, as different types of hazardous waste require specific handling operations there are limited facilities nationally serving a wide market area.

The WCS needs to provide a criteria based policy approach for assessing the suitability of any future planning applications for facilities to manage hazardous wastes.

An overarching factor is the issue of making appropriate provision in Gloucestershire. This

will include an assessment as to whether existing hazardous waste sites are 'environmentally acceptable' should they require a renewed or revised planning permission.

What strategy should we adopt for managing hazardous waste? Please see Questions for Issue W8. on the standard response form.

Issue W9.

The appropriateness of proposals for new waste management facilities in the Green Belt

There have been changes to national planning policy concerning waste facilities in the Green Belt. A key objective of PPS10 is to *protect green belts but recognise the particular locational needs of some types of waste management facilities*. In doing so there is a need to consider the *wider environmental and economic benefits of sustainable waste management*.

In Gloucestershire the Green Belt covers a significant amount of land between the main urban areas of Cheltenham and Gloucester and therefore has the potential to restrict opportunities for waste management facilities. The WCS needs to reflect the revised Government policy in terms of providing an appropriate policy for Gloucestershire.

How should proposals for waste management facilities on Green Belt designated land be assessed? Please see Questions for Issue W9. on the standard response form.

Issue W10.

Policies for dealing with proposals for new waste management facilities in other nationally designated areas

To achieve consistency in the WCS it is proposed to review policies relating to nationally designated areas from the adopted Waste Local Plan. These are:

- Internationally and Nationally Designated Sites for Nature Conservation (Policy 23):

Planning permission will not be granted for waste development which would conflict with the conservation, management and enhancement of National Nature Reserves and Sites of Special Scientific Interest unless, in exceptional circumstances, it can be demonstrated that the benefits of the development clearly outweigh the impact that it is likely to have on any specific features of the site, and that the harmful aspects can be adequately mitigated.

- Areas of Outstanding Natural Beauty (Policy 26):

Proposals for waste development within areas of outstanding natural beauty will only be permitted where:

- *There is a lack of alternative sites outside of the AONB to serve that market need; &*
- *The impact on the special features of the AONB (including the landscape setting and recreational opportunities) can be mitigated.*

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

- The water environment:

Planning permission will not be granted for waste development that would adversely affect the water environment such that it could compromise the ability to meet the Water Framework Directive objectives of safeguarding, maintaining and where appropriate improving water quality.

- Sites of National Archaeological Importance (Policy 28):

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

Locally designated areas and operational issues will be dealt with in a subsequent Development Control Development Plan Document.

How should we word policies dealing with strategic environmental issues? Please see Questions for Issue W10. on the standard response form.

Issue W11.

Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)

It is a legal requirement that this Issues and Options Document is subject to an appraisal of its potential social, economic and environmental impacts. The SA should inform and influence the development of plans early in the process with the aim of making them more sustainable. The SA involves gathering evidence and building a framework against which plans can be tested. A comprehensive SA Report accompanies this Issues and Options Report, presenting information on the effects of the plan. Comments on the SA Report are invited from the public, and will be taken into consideration in the same way as comments on the Issues and Options Report itself.

A further SA Report will accompany the Preferred Option Report and the finalised DPD, which will be submitted, to the Secretary of State for Independent Examination.

Do you have any comments on the accompanying SEA/SA? Please see Questions for Issue W11. on the standard response form.

Issue W12.

Are there any other key issues that need to be included?

This issue is intended to highlight to stakeholders that the key issues/options are provided to form the basis for stimulating public debate. The opportunity is there for people to raise any matters that they feel pertinent at this early stage in the WCS preparation process.

Are there any other matters that should be raised? Please see Questions for Issue W12. on the standard response form.

Responding to these issues and options

The standard response form contains questions that are linked to the issues raised in this document. It is available at council offices, libraries or by contacting the Minerals & Waste Policy Team on 01452 425704. A list of the questions that the form contains is set out in Appendix D.

The form can be completed on-line at:
www.gloucestershire.gov.uk

Alternatively, paper copies of completed forms can be posted to:
Terry Smith, Head of Planning
Environment Directorate
Gloucestershire County Council
Shire Hall, Gloucester GL1 2TH

If you have any queries you can e-mail us at:
m&wplans@gloucestershire.gov.uk

We need your comments by **15 September 2006** so that we can use them for preparing a Preferred Options document. Your comments, and our consideration of how we can incorporate your views in the WCS, will be available to view on our website in due course.

Attendees at the Joint Waste Management / Waste Planning Forum Event (March 2006)

Appendix A
List of Acronyms

Please note that although the majority of these acronyms do not feature in Part A the list has been provided to assist readers with understanding other planning documentation, in particular the more technical 'Explanatory Paper' (Part B).

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

Appendix B
Glossary of Terms

Please note that although the majority of these terms do not feature in Part A the list has been provided to assist readers with understanding other planning documentation, in particular the more technical 'Explanatory Paper' (Part B).

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

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

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

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

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

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

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

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

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

Combined Heat and Power – The combined production of heat (usually in the form of steam) and power (usually in the form of electricity). In waste-fired facilities, the heat would normally be used as hot water to serve a district-heating scheme.

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

Composting - A biological process which takes place in the presence of oxygen (aerobic) in which organic wastes, such as garden and kitchen waste are converted into a stable granular material. This can be applied to land to improve soil structure and enrich the nutrient content of the soil.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Greenfield Site - A site previously unoccupied by built development.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Land Use Planning - The Town and Country Planning system regulates the development and use of land in the public interest, and has an important

role to play in achieving sustainable waste management.

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

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

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

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

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

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

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

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

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

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

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

MPG - Mineral Planning Guidance.

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

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

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

Planning Aid - Voluntary provision by planners of free and independent professional advice on

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Reduction - Achieving as much waste reduction as possible is a priority action. Reduction can be accomplished within a manufacturing process involving the review of production processes to optimise utilisation of raw (and secondary) materials and recirculation processes. It can be cost effective, both in terms of lower disposal costs, reduced demand from raw materials and energy costs. It can be carried out by householders through actions such as home composting, re-using products and buying goods with reduced packaging.

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

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

Local Development Documents and the Local Transport Plan should be prepared.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Waste Local Plan - A statutory land-use plan prepared under the 1990 & 1991 Planning Acts. Its purpose is set out detailed land-use policies in relation to waste management development in the County.

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

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

Appendix C
Regional Targets for Gloucestershire

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

Appendix D
Questions on the Issues and Options

Please note that these questions are reproduced here for reader's convenience. A standard form is available that can be completed on-line or in paper form. It is available at council offices, libraries or by contacting the Minerals & Waste Policy Team on 01452 425704

Question Number	Issues & Options Questions
1.1	Do you think that we need a Vision for the WCS? a. Yes; b. No; Don't know.
1.2	What would be your Vision for sustainable waste management in Gloucestershire (if different from the proposed interim Vision)?
1.3	Do you think that the objectives for the WCS will deliver sustainable waste management for Gloucestershire? a. Yes; b. No; c. Don't know.
1.4	If you answered No to Q1.3 above, how would you alter the current objectives? Please use the space below to list any other issues would you like to see added/removed from the existing objectives? If possible please include an existing objective number.

2.1	What do you consider to be an appropriate timeframe for the WCS to work towards? a. 2018 b. 2020 c. 2026 Other, please give your reasons.
2.2	As an alternative option, do you think that the WCS should look in detail to 2018, and then more generally to 2026? a. Yes; b. No; c. Don't know.
3.1	Is seeking to minimise waste an appropriate objective for the WCS? a. Yes; b. No; Don't know.
3.2	What format do you think any waste minimisation policy should take? a. Rely on the saved WLP policy 36 and roll it forward broadly in its current state into the WCS; or b. Revise WLP policy 36 to take account of new issues, such as threshold sizes of planning application to determine whether applicants need to submit a waste minimisation statement; or c. A combination of a & b above; or d. Another format? (Please state)
3.3	Should developers of large-scale new projects (for example houses, shops, offices etc) be responsible for the waste they generate? a. Yes; (go to question 3.4) b. No; Don't know.
3.4	If you answered YES to Q3.3 above then how do you think developers should contribute to the management of the waste generated by their projects? a. Allocating part of the site for suitable waste facilities; b. Making monetary contributions towards the development of waste management infrastructure elsewhere; c. A combination of both of the above; Other (Please specify).
3.5	Do you consider that waste, which cannot be avoided, should be composted or recycled in the first instance? a. Yes; b. No (please give your reasoning); c. Don't know.
3.6	Should the WCS include a specific policy to encourage the recovery of value from waste that cannot be practically composted or recycled? a. Yes; b. No; c. Don't know.
3.7	If you answered yes to question 3.6 above please use this space to include a wording or list the key points you would like to see in such a policy
3.8	How do you consider the issue of 'need' for waste management facilities should be addressed in the WCS, if at all?
3.9	Do you have any other ideas how the Waste Hierarchy could be implemented?
4.1	Do you think that the WCS should broadly roll forward the same overarching strategy as that adopted in the WLP? a. Yes; b. No (please can you provide your reasons); Don't know.

4.2	Do you think more sites for waste management facilities should be allocated than may be required to allow greater flexibility/choice? a. Yes; b. No; c. Don't know.
4.3	Do you think that it is appropriate to not allocate sites for recycling/composting, and to determine these applications on a case-by-case basis? a. Yes; b. No; Don't know.
4.5	Should Area Action Plans be prepared for parts of the County likely to be subject to significant change due to waste management operations? a. Yes; b. No; c. Don't know.
4.6	Do you think the WCS should differentiate between local and strategic sites? a. Yes; (go to question 4.7) b. No; c. Don't know.
4.7	If you answered YES to Q4.6 above then do you think the current figure of 50,000 tonnes annual throughput is an appropriate threshold for 'strategic' sites? a. Yes; b. No. The threshold figure should be _____; c. There should be different thresholds depending on the types of waste being handled; d. No threshold should be used at all.
4.8	There are a number of ways by which possible sites for waste management facilities might be identified. The top row of the table below presents a number of these, while the first column lists different types of facilities. For each type of facility, please indicate which method of site identification you think is most appropriate by placing a tick in the relevant column.

Table 4.8 Facility Identification Matrix

Method of site identification ⇨ Facility Type ⇩	Identify only smaller sites in a DPD	Identify only strategic sites in a DPD	Identify all preferred sites in a DPD	Only identify broad areas of search in a DPD	Identify no sites in a DPD and rely on a criteria based policy
Composting Green Waste					
Composting Kitchen Waste (mixed organic content)					
Biodegradable Re-use, Recycling, Transfer/bulking-up					
Inert Re-use, Recycling, Transfer/bulking-up					
Recovery/Treatment facility (e.g. MBT, EfW)					
Disposal Sites (Landfill)					
'Other' facility type, please specify: _____					

5.1	Do you think it is most appropriate to locate waste management facilities in towns, in rural areas, or somewhere in between? The top row of the table below lists different locations, while the first column lists different types of facilities. Please place a tick where you think it is most appropriate to locate each type of facility.

Table 5.1 - Town or Rural Locations?

Facility Type	Town	Edge of Towns	Rural	Not Sure
Composting Green Waste				
Composting Kitchen Waste				
Biodegradable Re-use, Recycling, Transfer/bulking				
Inert Re-use, Recycling, Transfer/bulking-up				
Recovery/Treatment facility (e.g. MBT, EfW)				
Disposal Sites (Landfill)				
'Other' facility type, please specify _____				

5.2	In addition to the choice between town and rural locations for facilities there is also the potential for a centralised (large scale strategic) or decentralised (small scale local) pattern. Please place a tick where you think it is preferable to have centralised or dispersed facilities for each waste type.

Table 5.2 - Centralised or Dispersed Facilities?

Facility Type	Centralised Facilities (in or near Gloucester Cheltenham)	Dispersed facilities (local facilities in each District)	Combination of centralised and dispersed	Not Sure
Composting Green Waste				
Composting Kitchen Waste				
Biodegradable Re-use, Recycling, Transfer/bulking				
Inert Re-use, Recycling, Transfer/bulking-up				
Recovery/Treatment facility (e.g. MBT, EfW)				
Disposal Sites (Landfill)				
'Other' facility type, please specify _____				

5.3	Should the WCS identify sites for more landfill capacity towards the end of the WCS period (see issue 2) by: a. Planning for full expected capacity; b. Making limited provision; Not making any specific provision.
5.4	If additional landfill void space has to be found, what criteria should be used for finding suitable sites for landfilling residual waste?

5.5	The matters set out in Table 5.5 are all very important criteria in finding suitable sites for waste management activities of all types. Please rank the ones you feel are most important from 1 to 5 (where 1 is the most important) but only using each ranking number once.

Table 5.5 – Ranking of Locational Issues

	Rank
The suitability of local roads to handle traffic and the site access;	☐
Protecting green-field land;	☐
Locating new waste facilities with complementary existing activities;	☐
Using sustainable modes of transport (e.g. by rail or water rather than by road);	☐
The impact on neighbouring land-uses (e.g. nearby businesses and residents);	☐
Safeguarding nature conservation interests (e.g. impact on wildlife, biodiversity etc.);	☐
Protecting the historic environment and built heritage (e.g. listed buildings, conservation areas);	☐
Locating facilities near to the source of waste arising	☐
The visual impact of the facility;	☐
Preventing environmental pollution (i.e. protection of water resources, noise, dust, air emissions, litter, vermin, birds, odours, vibration & land instability).	☐

6.1	How should the waste processing requirements set out in the JMWMS be translated into site allocations? a. By allocating specific sites; b. By using criteria based policy (particularly for waste management options at the top of the waste hierarchy); c. Other (please state); d. Don't know.
7.1	What criteria would you use to determine 'cumulative impact' of a waste management facility on a host community?
7.2	How should existing waste management facilities be safeguarded from encroachment by potentially incompatible land-uses? a. By using the approach proposed in the safeguarding policy; b. By some other way, (please specify); c. Don't know.
8.1	Is seeking to minimise hazardous waste at source an appropriate objective for the WCS? a. Yes; b. No; c. Don't know.
8.2	Is it appropriate to safeguard existing hazardous waste management facilities provided that they are environmentally acceptable? a. Yes; (go to question 8.3) b. No; (if not please state your reasons why) c. Don't know.
8.3	If you answered yes to question 8.2, what criteria should be used to determine the acceptability of a facility for dealing with hazardous waste? The table below shows a list of criteria that need to be considered for both existing and proposed hazardous waste facilities. Please rank the criteria you feel are most important, from 1 to 5 (where 1 is the most important) but only using each ranking number once.

Table 8.3 – Determining the 'Environmental Acceptability' of Hazardous Waste Facilities	*Rank*
The location of the facility in relation to local, regional or national hazardous waste arisings	☐
The suitability of local roads to handle traffic and the site access;	☐
The availability of sustainable modes of transport nearby (e.g. rail or water rather than road);	☐
The impact on neighbouring land-uses (e.g. nearby businesses and residents);	☐
The impact on wildlife, biodiversity etc.;	☐
The impact of the facility on listed buildings, conservation areas and ancient monuments;	☐
The compatibility of the facility with neighbouring land-uses	☐
The visual impact of the facility;	☐
The need for the facility;	☐
Locating new hazardous waste facilities with complementary existing activities;	☐
The pollution control record of the facility.	☐
The effect of not having the facility on the environment (e.g. derelict land issues, waste traveling to different facilities);	☐

8.4	What other options do you consider there are for managing hazardous waste?
9.1	What factors should be used in determining the appropriateness of waste development in the Green Belt? Please rank the ones you feel are most important from 1 to 5 (where 1 is the most important) but only using each ranking number once.

Table 9.1 – Suitability of locating Waste Management Facilities within the Greenbelt?	Rank
Proximity to arisings and reducing the distance waste has to travel;	☐
Suitability of local roads to handle traffic and the site access;	☐
The planning history of the site;	☐
Co-locating complementary or ancillary activities with existing activities;	☐
Good facility design;	☐
Re-using previously developed land or redundant agricultural buildings;	☐
Economic and employment benefits.	☐
Maintaining the openness of the Green Belt	☐
Preventing the merging of nearby town areas	☐
Safeguarding the setting of historic towns	☐

9.2	Do you consider that redefining the Green Belt boundary to take into account and provide more potential for waste management facilities on existing sites/brown field land is appropriate? a. Yes; b. No; c. Don't know.
10.1	Do you agree with the suggested wording for the policies on: 1. Nature conservation 2. Water environment 3. Landscape 4. Archaeology
10.2	If you answered "No" to any of the options in Question 10.1 please use this space for any additional comments you may have on the policies.
10.3	Are there any other designations that you think should be included as being strategic environmental assets?

11.1	In line with government guidance this Issues and Options paper has been subject to a sustainability appraisal that examines its likely social, environmental and economic impacts. Please use this space for any comments you wish to make on the accompanying SA Report (available on-line).
12.1	Are there any other issues/options that this paper has not raised that you consider should be addressed? Or please use this space for any general comments you wish to make about sustainable waste management in the County.

Gloucestershire
COUNTY COUNCIL

Waste Core Strategy
Issues and Options

Part A
July 2006

www.gloucestershire.gov.uk