

North Somerset **Waste Local Plan**

*Adopted
January 2002*



services that benefit the community

*Noel Edwards, Director
Planning & Environment*

The North Somerset Waste Local Plan has been prepared under the provisions of the Town and Country Planning Act 1990, as amended, and in accordance with the Town and Country Planning (Development Plan)(England) Regulations 1999.

The purpose of the Plan is to provide guidance to existing and potential waste operators and the public on how North Somerset Council, as Waste Planning Authority, propose to guide, encourage and control development associated with the management of waste arising from the area of North Somerset or from elsewhere.

The Plan promotes a criteria-based approach to the control of waste-related development. The next step will be to review the Plan with the aim of providing site-specific guidance.

The Plan has been prepared with the assistance of a number of people and organisations. This assistance has helped shape the content of the document through the statutory stages of its preparation, including the local plan inquiry.

North Somerset Council adopted the contents of this document on 4 January 2002.

Noel Edwards, Director
Planning & Environment
PO Box 141
Somerset House
Oxford Street
Weston-super-Mare
Somerset BS23 1TG

September 2002

Contents

1. Introduction	3
2. Survey and statistical information	11
3. Strategy and objectives	17
4. Waste minimisation and reduction	25
5. Waste management facilities	29
6. Disposal of waste to land	41
7. General development control policies	51
8. Glossary	59
Proposals Map and Inset Map	

Introduction

Introduction

Background

- 1.1 Section 38 of the *Town and Country Planning Act 1990*, as amended by the *Planning and Compensation Act 1991*, requires the preparation of waste local plans, or joint waste and mineral plans, by county councils and some unitary authorities.
- 1.2 In the former Avon area, the Unitary Authorities can satisfy this requirement in a number of ways. They can prepare a separate waste local plan or a combined waste and mineral local plan for their area; they can prepare the plan jointly with one or more neighbouring authority; or they can include their policies within the district-wide local plan.
- 1.3 North Somerset Council, established as a unitary authority on 1 April 1996, is required to prepare a waste local plan in one of the ways set out above.
- 1.4 The North Somerset Local Plan is the district-wide local plan for the administrative area of North Somerset. This Plan, adopted in June 2000, does not include minerals policies, which are contained within *The Mineral Working in Avon Local Plan* (adopted in 1993) or planning policies on waste. A review of the *North Somerset Local Plan* is being prepared, and it is anticipated that this will be placed on Deposit during 2002.
- 1.5 At the meeting held on 29 January 1997, the North Somerset Council Planning, Highways and Transportation Committee resolved to prepare a separate waste local plan and authorised the Director of Planning and Environment to prepare a waste local plan for consultation purposes.
- 1.6 On 22 October 1997, the Committee agreed a programme for the preparation of the *North Somerset Waste Local Plan*. A Consultation Draft of the Waste Local Plan was approved on 18 March 1998. The Deposit Version of the Plan was approved on 14 April 1999, and published on 7 May 1999. Following consideration of objections and representations on 1 February 2000, changes were approved that were published in the form of a Revised Deposit Plan on 18 February 2000.
- 1.7 The Planning and Transport Committee considered objections and representations to the Revised Deposit Plan on 16 August 2000, at which time Proposed Pre-Inquiry Changes were agreed. These were published for the purposes of public consultation on 24 August 2000. A limited number of Further Proposed Changes were published before the holding of a local plan inquiry between 5 and 8 December 2000 and on 12 January 2001.
- 1.8 The Inspector, Mr Andrew Mead BSc (Hons) MRTPI MIQ, presented his Report to North Somerset Council on 20 March 2001. The Planning and Transport Committee considered the Inspector's Recommendations on 25 July 2001 when it was agreed to publish Proposed Modifications on 30 August 2001 for the statutory six-week consultation period. On 27 November 2001, North Somerset Council considered the response to the Proposed Modifications and resolved to adopt the *North Somerset Waste Local Plan* without proposing further modifications that materially affect the content of the Plan. The North Somerset Waste Local Plan was adopted on 4 January 2002.
- 1.9 The North Somerset Waste Local Plan has been prepared in accordance with the requirements of the statutory provisions of the *Town and Country Planning Act 1990*, as amended by the *Planning and Compensation Act 1991*; and the *Town and Country Planning (Development Plan)(England) Regulations 1999*.

Purpose of the Plan

- 1.10** The purpose of the *North Somerset Waste Local Plan* is to provide guidance to existing and potential waste operators and to the public on how North Somerset Council, as Waste Planning Authority, proposes to guide, encourage and control development associated with the management of waste arising from the area of North Somerset or from elsewhere.
- 1.11** The Plan has had regard to relevant European Directives on waste, including the *EU Landfill Directive*. Regard has been given to Government policy for the management of waste in England and Wales as set out under *Waste Strategy 2000*.
- 1.12** The *North Somerset Waste Local Plan* will form part of the Development Plan for North Somerset, which will eventually comprise the:
- ◆ *Joint Replacement Structure Plan*
 - ◆ *Replacement North Somerset Local Plan*
 - ◆ *North Somerset Mineral Local Plan*
 - ◆ *North Somerset Waste Local Plan*
- 1.13** The importance of the development plan has been underlined by section 54a of the Town and Country Planning Act 1990 (as amended) which requires that those determining planning applications shall do so in accordance with the development plan unless material considerations indicate otherwise.

Policy Framework

- 1.14** The *North Somerset Waste Local Plan* has been prepared in the context of the wider framework of land use policy and the management and disposal of waste. This framework, which includes European, national, regional and strategic policies and guidance, is referred to in greater detail throughout the Plan and includes:

European

- ◆ *European Directive on Waste: Council Directive 75/442/EEC as amended by Council Directives 91/156/EEC and 91/692/EEC*
- ◆ *European Directive on the Landfill of waste 1999/31/EC of 26 April 1999*

National

- ◆ *Environmental Protection Act (1990)*
- ◆ *Circular 11/94: Environmental Protection Act 1990: Part II, Waste Management Licensing, Framework Directive on Waste*
- ◆ *Circular 4/96: Local Government Act 1992 and the Town and Country Planning Act 1990: Local Government Change and the Planning System*
- ◆ *Town and Country Planning Act 1990, as amended by the Planning & Compensation Act 1991*
- ◆ *Town and Country Planning (Development Plan)(England) Regulations 1999*
- ◆ *Town and Country Planning (Environmental Impact Assessment)(England and Wales) Regulations 1999*
- ◆ *The Environment Act (1995)*
- ◆ *Waste Strategy 2000 England Parts 1 & 2 (May 2000)*

The Local Plan should be read as a whole. Proposals will be judged against all relevant policies.

- ◆ *Countryside and Rights of Way Act* (December 2000)
- ◆ Planning Policy Guidance Note 1 *General Policy and Principles* (February, 1997)
- ◆ Planning Policy Guidance Note 2 *Green Belts* (January 1995)
- ◆ Planning Policy Guidance Note 7 *The Countryside: Environmental Quality and Economic and Social Development* (February 1997), as amended in 2001
- ◆ Planning Policy Guidance Note 9 *Nature Conservation* (October 1994)
- ◆ Planning Policy Guidance Note 10 *Planning and Waste Management* (October 1999)
- ◆ Planning Policy Guidance Note 12 *Development Plans* (December 1999)
- ◆ Planning Policy Guidance Note 13 *Transport* (March 1994)
- ◆ Planning Policy Guidance Note 14 *Development on Unstable Ground* (1990)
- ◆ Planning Policy Guidance Note 15 *Planning and the Historic Environment* (Sept 1994)
- ◆ Planning Policy Guidance Note 16 *Archaeology and Planning* (November 1990)
- ◆ Planning Policy Guidance Note 20 *Coastal Planning* (September 1992)
- ◆ Planning Policy Guidance Note 23 *Planning and Pollution Control* (July 1994) (as this relates to pollution control)
- ◆ Planning Policy Guidance Note 25 *Development and Flood Risk* (July 2001)

Regional

- ◆ Regional Planning Guidance Note 10 *Regional Planning Guidance for the South West* (September 2001)

Strategic

- ◆ *Joint Replacement Structure Plan: incorporating Policies as Proposed to be Adopted, (February 2000) and Further Proposed Modification (December 2001)*
- ◆ *Waste Management Plan* (published by the former Avon County Council in March 1996)

Mineral Planning Guidance Notes

- ◆ MPG1 *General Considerations and the Development Plan System* (1996)
- ◆ MPG2 *Applications, Permissions and Conditions* (July 1998)
- ◆ MPG5 *Stability of Surface Mineral Workings and Tips* (January 2001)
- ◆ MPG6 *Guidelines for Aggregates Provision in England* (1994)
- ◆ MPG7 *The Reclamation of Mineral Workings* (1996)
- ◆ MPG11 *The Control of Noise at Surface Mineral Workings* (1993)
- ◆ MPG14 *Environment Act 1995: Review of Mineral Planning Permissions* (1995)

Land-use planning and waste disposal plans

- 1.15** Government guidance on the relationship between waste planning and waste disposal authorities is set out at paragraphs 12-14 of PPG10 *Planning and Waste Management*. Guidance on waste local plans is set out under paragraphs 10 and 11 of Annex A of PPG12 *Development Plans*.
- 1.16** The purpose of the *North Somerset Waste Local Plan* is to set out North Somerset Council's detailed land-use policies for the treatment and disposal of waste, within the broad strategic planning framework of the structure plan. The Plan should address the need for sites and facilities in particular areas, suitable locations, and planning criteria likely to apply, including geological, hydrological, and other considerations.
- 1.17** The *North Somerset Waste Strategy and Recycling Plan* is being drafted. This Plan will have a complementary relationship with the *North Somerset Waste Local Plan*, which considers the types and quantities of waste arising in an area, the availability of disposal facilities and the need for further provision. This complementary relationship should ensure that adequate provision is made for waste disposal facilities such as landfill sites and incinerators.
- 1.18** The Government provides detailed advice on the content of waste local plans at paragraphs 33 and 34 of PPG10 *Planning and Waste Management*. Waste local plans should give detailed expression to the strategic waste planning policies contained in the relevant structure plan; provide the context for development control; have regard to any waste disposal plans, minerals local plans, and any relevant policies for waste minimisation and recycling. The advice is that where new or replacement facilities are needed, preferred locations should be identified. Where preferred locations are not identified, "areas of search" within which particular facilities might be acceptable on planning grounds or comprehensive criteria against which applications for the development of waste management facilities could be considered, should be identified.
- 1.19** PPG12 *Development Plans*, which includes advice on the content and preparation of waste local plans is accompanied by *The Town and Country Planning (Development Plan) (England) Regulations 1999*. PPG11 *Regional Planning*, published in October 2000, is also relevant to waste planning.
- 1.20** In March 1996, a *Waste Management Plan* was published by the former Avon County Council under the provisions of section 50 of the *Environmental Protection Act 1990*. This Plan sets out statistical information on wastes arising and waste passing through and to waste management facilities within the former Avon area.
- 1.21** *The Environment Act 1995* amended the *Environmental Protection Act 1990* in a number of respects. Changes were also made as a consequence of the transfer of waste regulation to the Environment Agency on 1 April 1996.
- 1.22** The new section 44A of the *Environmental Protection Act 1990* (inserted by section 92 of the *Environment Act 1995*) requires the Environment Agency to provide information through the national waste survey, which will provide data for the preparation of Environment Agency estimates of future waste arisings.
- 1.23** The results of the Environment Agency survey, published in the form a *Strategic Waste Management Assessment* in October 2000, provides data for the former Avon area. This provides a basis for estimating future waste arising from industry and commerce in the former Avon area, which will provide a strategic context for the Review of the *North Somerset Waste Local Plan* that will identify sites for waste management facilities.
- 1.24** The Government White Paper *Making Waste Work* (1995) set out a Waste Strategy for England and Wales, and provided advice which local planning authorities were required to have regard to when preparing their development plans, including waste local plans.

- 1.25** In mid 1999, the Government published *A way with waste*, which set out a draft waste strategy for England and Wales. In May 2000, the Government published *Waste Strategy 2000*. This replaced *Making Waste Work*, and set out Government policy on a broad range of waste issues, action and targets.
- 1.26** The *Town and Country Planning (Development Plan) (England) Regulations 1999* require waste local plans to have regard to the national waste strategy. Paragraph 33 of PPG10 *Planning and Waste Management* states that waste local plans should have regard to any waste disposal plans for their area. The *Waste Management Plan* prepared in 1996 by the former Avon County Council accordingly remains a material consideration in the drawing up of this waste local plan and in considering the need for waste management facilities.
- 1.27** The *Waste Management Plan* was drawn up with due regard to the Government's general policy towards waste management as described in the White Paper *Making Waste Work*.
- 1.28** North Somerset Council, as Waste Disposal Authority, is preparing a Waste Management Strategy and Recycling Plan. This will relate to the household waste and commercial waste for which North Somerset Council has a responsibility to collect if requested, and the provision of recycling facilities.

Definition of Waste

- 1.29** From 1 May 1994, all references to waste in the Town and Country Planning Acts refer to the definition in the E.C. *Framework Directive on Waste* outlined in Circular 11/94. "Directive waste" includes "those substances or objects which fall out of the normal commercial cycle or out of the chain of utility". Paragraph C3 of Annex C "County Matters" of PPG10 *Planning and Waste Management* notes that "these terms will be construed by a court according to their ordinary and natural meanings".
- 1.30** A central feature of the definition of waste is the concept of the holder discarding, intending to discard or being required to discard substances or objects. Under this definition, even if the material is re-useable, such as glass bottles collected in containers with the intention that they are recycled, the material would be regarded as "waste", until such time as they have been recovered and the recovered material is rendered capable of being used as a raw material.

Content of the Local Plan

- 1.31** The *North Somerset Waste Local Plan* covers the whole of the administrative area of North Somerset, and addresses the land use issues and requirements of the waste management industry in all its forms. The *North Somerset Waste Local Plan* consists of a Written Statement and a Proposals Map. The Written Statement explains and justifies the policies and proposals of the Plan. The Proposals Map is on an Ordnance Survey base.

The Plan Period

- 1.32** The *Joint Replacement Structure Plan* covers the period 1996 to 2011. Government guidance set out in paragraph 6.8 of PPG12 Development Plans is that the duration of a local plan should be for a period from the plan's forecast adoption date. Because the *North Somerset Waste Local Plan* is intended to reflect the policies and approach of the Joint Replacement Structure Plan, it is considered appropriate that the end dates of the strategic and local plans should coincide. This is in accordance with guidance set out in PPG12 *Development Plans* that where a structure plan is in the course of replacement, it may be more sensible for the local plan to cover the same period of the emerging structure plan.
- 1.33** North Somerset Council has made the "permitted assumption" that the Joint Replacement Structure Plan incorporating Proposed Modifications and Further Proposed Modification, is the adopted Structure Plan for the area of North Somerset.

North Somerset Waste Local Plan: The Next Steps

- 1.34** The *North Somerset Waste Local Plan*, incorporating the Proposed Modifications made to the Revised Deposit Plan as amended in response to representations, was adopted on 4 January 2002.
- 1.35** In accordance with the Recommendations of the *North Somerset Waste Local Plan* Inquiry Inspector that there should be an early review of the Waste Local Plan, North Somerset Council has agreed to undertake work to:
- ◆ assess waste management related statistics relevant to North Somerset;
 - ◆ prepare a forecast of future waste arisings for the period of the Waste Local Plan;
 - ◆ undertake a survey and assessment of mineral voids;
 - ◆ undertake an assessment of existing waste management facilities in North Somerset; and,
 - ◆ assess the opportunities for and make proposals in respect of a network of waste management facilities, including the identification of appropriate sites and, if considered necessary, areas of search.
- 1.36** The results of the above assessment and site identification will provide an important basis for the policies and proposals of the Review of the *North Somerset Waste Local Plan*.
- 1.37** It will be important for the process of site selection to be undertaken in accordance with principles of sustainable waste management, emerging European, national, regional and strategic guidance in respect of waste and in conformity with the criteria-based policies of the *North Somerset Waste Local Plan*.
- 1.38** The timescale, programme and methodology used to prepare proposals for the Review of the *North Somerset Waste Local Plan* will be established through the Project Brief. The Waste Local Plan Review itself will be prepared in accordance with the appropriate Development Plan Regulations.

Survey and Statistical information

Survey and statistical information

Background

- 2.1** Much of the statistical information for the Waste Local Plan has been drawn from the Waste Management Plan published in March 1996 by the former Avon County Council, as Waste Regulation Authority. The statistical information of relevance to the Local Plan is set out below.
- 2.2** In addition to this information, the Environment Agency holds information relating to licensed facilities and exempt activities that may not require planning permission. The Local Planning Authority holds information on facilities that may have planning consent but where a waste management license has yet to be granted, or proposed facilities where planning permission has not yet been granted. Finally, the Waste Disposal Authority collect data on domestic, Civic Amenity and trade waste which the Authority has been requested to collect.
- 2.3** Apart from municipal waste information collected by North Somerset Council, limited data is available for the total amount of waste arising in North Somerset or indeed how much total waste is managed within the area. There is similarly no detailed analysis of past trends or future projections of waste arising in the area. Responsibility for providing such information falls to the Environment Agency. Data from the National Waste Arisings Survey was published as part of the Strategic Waste Management Assessment (SWMA) (October 2000). This included data for the Avon area, the analysis of which will be undertaken during the preparation of the Review of the North Somerset Waste Local Plan.
- 2.4** Fig 2.1 sets out the breakdown of the total waste arising in each category for the period 1993-94 as set out in Table 4.1 of the Waste Management Plan.

Fig 2.1

Total Waste: Avon Area: tonnes	
Type of Waste	1993-94
Household Waste	403,470
Commercial	500,800
Industrial	859,580
Inert and Demolition	965,950
Medical and Veterinary	4,500
Sewage Sludge	27,000
<i>“Controlled” Waste</i>	<i>2,820,791</i>
Mines and Quarries	600,000
Agricultural	1,642,410
<i>“Non-Controlled” Waste</i>	<i>2,242,410</i>
TOTAL WASTE	5,063,201

Source: Waste Management Plan, Avon County Council

- 2.5** For the period 1993-4, the estimated total quantity of waste arising in the Avon area was 5.06 million tonnes.
- 2.6** Included in this total is 2.82 million tonnes of “controlled waste”, which represented a 10% increase over the period 1988-89. The total included 965,950 tonnes of inert and demolition wastes arising. In addition, a total of 2.24 million tonnes of agricultural, mines and quarries waste (which is not classed as “controlled waste”) arose in the Avon area during 1993-4.
- 2.7** The wastes arising in the Avon area are not all managed within the area, and some of the wastes managed have been imported.
- 2.8** The total amount of “controlled waste” managed in the Avon area in 1993-4 was 3.12 million tonnes, of which some 2.82 million tonnes were arising from within the area. Some 16% of the total “controlled wastes” arising (452,000 tonnes) were exported. A further 296,680 tonnes of “controlled waste” were imported into the area.

Fig 2.2

Total Controlled Waste: Predicted Change:**Avon Area, tonnes**

Type of Waste	1993-94	2003-4
Household Waste	383,000	406,880
Commercial	500,800	533,580
Industrial	859,580	666,090
Inert and Demolition	965,950	1,019,050
Medical and Veterinary	4,500	15,000
Sewage Sludge	27,000	27,740
Incinerator Residues	59,780	none
Total	2,800,610	2,668,340

Source: Waste Management Plan, Avon County Council

- 2.9** The Waste Management Plan took account of information available at the time (1995-96) about likely population and employment changes and trends in waste management, in order to assess the likely future wastes arising under each category of waste. The likely amount of “controlled wastes” arising was estimated to be between 2.7 and 2.8 million tonnes per annum in the Avon area.
- 2.10** Fig 2.2 sets out the predicted changes suggested by the Waste Management Plan for the ten-year period 1993-4 and 2003-4.
- 2.11** While noting the difficulties in making waste predictions, the Waste Management Plan made predictions for the ten-year period to 2004. The amount of household waste handled in the area of the former districts of Kingswood, Bath and Wansdyke was expected to fall; the amount in Bristol was expected to remain static; and two options for change were made in respect of the former Northavon. The amount of waste arising in the former Woodspring (the area of North Somerset) was expected to rise.
- 2.12** Landfill remains the most important method of disposal in the Avon area with around 1.33 million tonnes deposited in 1993-4. Some 129,496 tonnes of waste were treated in one way or another with a further 485,863 tonnes recycled by private companies (302,600 tonnes from the scrap metal industry and 114,600 tonnes from the waste paper industry).
- 2.13** The Environment Agency provides information on the management of waste arisings and available void space based on the returns they receive from licensed sites, and this information is available on a Unitary Authority basis. In respect of North Somerset, the returns for 1997-98 are as follows:

Fig 2.3

Waste Managed at Licensed Sites in North Somerset

Type of Facility	1997 - 98
Incineration	147 tonnes
Landfill	437,666 tonnes
Non-Bio Landfill	3,294 tonnes
Scrapyard	4,761 tonnes
Metal Recycle	610 tonnes
Transfer Station	87,643 tonnes
TOTAL	534,121 tonnes

Source: Environment Agency

- 2.14** Although these figures provide an indication of the scale of the wastes that are being disposed of in the area of North Somerset, they do not provide a complete picture.

- 2.15** Wastes generated within North Somerset may not necessarily be disposed of or processed within the area but may be exported to sites outside of the area. Similarly, not all of the waste being landfilled or processed within North Somerset will have been generated within the area.
- 2.16** The North Somerset Waste Local Plan has taken account of the fact that there is waste movement across the administrative boundaries of North Somerset. PPG 10 Planning and Waste Management advises at paragraph 34, that Waste Planning Authorities should plan for a provision of waste management facilities that is consistent with forecasts of local and regional requirements as well as other planning considerations, including the protection of the environment and the community, the BPEO, the Proximity Principle and Regional Self-Sufficiency. In applying the Proximity Principle with regard to waste management, the nearest appropriate facility may be a few miles across a local authority boundary rather than one some distance away in the same authority area.

Types of waste addressed by the Waste Local Plan

- 2.17 Inert demolition, construction, excavation wastes:** The Avon Waste Survey indicated that in the period 1993 - 94 there were 965,950 tonnes of material arising under this category. From this total, around 3,430 tonnes were exported out of the Avon area and some 962,520 tonnes were disposed to landfill within the area.
- 2.18** The Avon Area Site Returns for 1999 - 2000 provided by the Environment Agency show that 380,410 tonnes of inert / demolition waste was disposed of in the Avon area, of which 65,680 were disposed of within the area of North Somerset. It should be noted that a considerable quantity of inert demolition, construction and excavation wastes will have been disposed of by means of exemption from the need to obtain the appropriate waste management license.
- 2.19 Household, commercial and industrial wastes:** The Avon Waste Survey indicated that during 1993-4 there were 1.8 million tonnes of waste material arising under this category. This figure included 79,680 tonnes of household waste imported from South Wales and 173,000 tonnes exported out of the area to Buckinghamshire and Wiltshire.
- 2.20** Bristol City Council and South Gloucestershire Council operate a rail scheme. North Somerset Council no longer takes part in this scheme. The Council has made its own interim arrangements, with a five year contract for the disposal of wastes (expiring on 31 March 2002, with an extension agreed until June 2002) including household, commercial and industrial waste, civic amenity wastes and green wastes. A contract for a further seven years is proposed to operate when the existing contract expires.
- 2.21** For the area of North Somerset, the estimate for the period 1997-98 is that 96,764 tonnes of waste was handled; of which 91,959 tonnes was taken to landfill and 5,705 tonnes recycled. Some 59,143 tonnes was collected domestic waste and 24,518 tonnes was Civic Amenity Waste. The remaining 13,103 tonnes of waste is accounted for by items such as street and beach sweepings.
- 2.22** Although an interim contract has been let, it is important to distinguish between the letting of a contract for the disposal of waste and making provision for waste management facilities. North Somerset Council will need to consider the long-term strategy for the wastes it has a duty to dispose of under this contract. This will be by private contractor, as required by section 32 of the Environmental Protection Act 1990, and will probably be reflected in proposals for waste management facilities early in the Plan period.

- 2.23 Recycled wastes:** In North Somerset in the period 1993-94, some 5,554 tonnes of material was collected for recycling. This included paper, glass, ferrous and non-ferrous metal batteries, waste oil, textiles and composted organic matter. In the period 1997-98 this figure increased to 5,705 tonnes. The emerging North Somerset Waste Strategy and Recycling Plan will identify measures to encourage the recycling of greater amounts of waste.
- 2.24 Other wastes:** During 1996-97, North Somerset saw the disposal of 8,651 tonnes of special wastes. Other wastes include liquid wastes, clinical wastes, and sewage. In the Avon area as a whole during 1993-94, some 130,000 tonnes of liquid wastes, 15,533 tonnes of special wastes and 26,740 tonnes of sewage sludge were managed.
- 2.25 Assessment of remaining landfill void:** The Avon Waste Management Plan noted that in 1994 the landfill void space available for all wastes disposed of in the Avon area was only equivalent to that which would be used up in 2.9 years. The shortage of sites for inert waste was identified as being critical.
- 2.26** The Waste Management Plan also recognised that there were landfill sites with planning permission (but not at that time with waste management licences) which would add another 8.2 years to this figure. Although it must be recognised that it cannot be assumed that sites with planning permission will necessarily gain a waste management licence, this represented a potential total of landfill void remaining of approximately 11 years.
- 2.27** More recent information provided by the Environment Agency, as part of the SWMA, suggests that the remaining void capacity in the Avon area at 1 April 1999 was 2,796,000m³. This represents a “life expectancy” of some 2.8 years.
- 2.28** There are inherent difficulties in predicting future needs and trends for landfill void space. This is because of the lack of relevant data, the speed with which changes are taking place in the market for waste, and the absence of any regional, sub-regional or local planning policies for the future use and location of landfill and other types of waste management facilities in the area.
- 2.29** However, statistical information provided by the Environment Agency for 1996-97 and information obtained from other Unitary Authorities in the Avon area have been used as the basis of an assessment. The Environment Agency figures indicate that of the 2.2 million tonnes of waste deposited in the Avon area during 1996-97, some 1,080,000 tonnes were landfilled at sites within the area itself. This represents an overall compacted landfill void space of some 882,000 cubic metres per annum.
- 2.30** Assuming the continuation of this annual landfill rate for the foreseeable future, the indications are that the total void space available in the Avon area as at April 1997 (of approximately 9.9 million cubic metres at licensed sites and sites with planning permission) would take of the order of 10 - 11 years to be filled. This approach does not take into account the fact that for practical and technical reasons many of the available sites are limited in the quantity and types of waste they can receive each year and the timescale of others are limited by the terms of the waste management license or by the conditions of a planning permission or other problems. Nor does it take account of the need to apply the Proximity Principle.
- 2.31** The amount of landfill space needed in North Somerset for the management of waste over the Plan period will depend upon a number of factors. In North Somerset in 1997, there were approximately 976,720 cubic metres of available landfill space which could be capable of accommodating both inert waste and other commercial / industrial wastes. This potentially represents a shortfall of landfill space for inert materials in North Somerset.

2.32 Potential landfill sites within the Avon area, and outside North Somerset include:

- ◆ Northwick Quarry, South Gloucestershire
- ◆ Codrington Quarry, South Gloucestershire
- ◆ Churchwood Quarry, South Gloucestershire
- ◆ Shortwood Quarry, South Gloucestershire

2.33 In addition, other mineral voids, derelict land sites or other landfill facilities yet to be identified in North Somerset may become available over the period of this Waste Local Plan for landfill. Potential sites for the management of inert and / or putrescible waste could include a contribution from:

- ◆ Black Rock Quarry, North Somerset
- ◆ Yanley Landfill, North Somerset (south of the railway line)

2.35 There may be potential outside of the Avon area for the disposal of waste arising in North Somerset. This includes the Walpole Landfill site, near Bridgwater, Somerset, in respect of which planning permission for a major extension was granted in 2001. Finally, there is the possibility of regional solutions coming forward. This would follow the preparation of a Waste Strategy for the South West by the Regional Technical Advisory Body on behalf of the South West Regional Assembly and the review of the Waste and Minerals guidance as part of a review of RPG10.

Summary and Conclusions

- ◆ Much of the accessible information relevant to waste planning and waste management is available on an Avon-wide basis only, and dates back to 1993-94. In October 2000, the Environment Agency published SWMA data relating to waste arisings in the Avon area. This data, together with more recent information for the North Somerset area, will require detailed analysis as part of the Review of the North Somerset Waste Local Plan,
- ◆ There is a need to monitor the available data on waste arisings that will lead to the preparation of projections of waste arisings and information on planning permissions granted for waste management facilities.
- ◆ During the life of the North Somerset Waste Local Plan, it is likely that there will be a continued need to identify and develop landfill and landraise sites, both for inert and putrescible / biodegradable wastes.
- ◆ There is a need to identify a network of sites for waste management facilities, especially those providing for the recycling, other treatment and processing of waste, and proposals for the transportation of waste. This will need to be undertaken as part of the Review of the North Somerset Waste Local Plan.

Strategy and objectives

Strategy and objectives

European Directives: the key objectives

- 3.1** In the drawing up of their waste local plans and in the consideration of suitable sites for waste management facilities, waste planning authorities are required to have regard to certain relevant objectives which are set out in the Framework Directive on Waste.
- 3.2** The key objective is Article 4:
- “to ensure that waste is recovered or disposed of without endangering human health and without using processes or methods which could harm the environment and in particular without:
- a. risk to water, air, soil, plants or animals; or
 - b. causing nuisance through noise or odours; or
 - c. adversely affecting the countryside or places of special interest.”
- 3.3** Article 5 of the Directive identifies the following objectives in relation to the disposal of waste:
- a. “establishing an integrated and adequate network of waste disposal installations, taking account of the best available technology, not involving excessive costs; and
 - b. ensuring that the network enables the European Community as a whole and Member States individually to move towards self sufficiency given geographical circumstances and the need for specialised installations; and
 - c. waste to be disposed of in one of the nearest appropriate installations, by the most appropriate method and technology to ensure a high level of protection for the environment and public health.”
- 3.4** Article 3 deals with the need to minimise waste as far as possible and to encourage materials recycling and energy recovery. It is expected that these objectives would be implemented through the waste disposal plans prepared under section 50 of the Environmental Protection Act 1990. Planning authorities should have regard to them and ensure consistency. The relevant objectives are:
- a. “to encourage the prevention or reduction in waste production and its harmfulness by:
 - (i) development of clean technologies, sparing in their use of natural resources;
 - (ii) technical development & marketing of products designed to have no or minimal impact by the nature of their manufacture or their disposal; and
 - b. by encouraging:
 - (i) the recovery of waste by recycling, reuse, reclamation or other process extracting a secondary raw material; and
 - (ii) the use of waste as a source of energy.”

National Waste Strategy: the Vision Aims and Objectives

- 3.5** The Government’s Vision for the waste strategy is set out in Waste Strategy 2000:
- ◆ Changing the way we manage waste and resources can make an important contribution to improving our quality of life.
 - ◆ We need to tackle the amount of waste produced, breaking the link between economic growth and increased waste.

- ◆ Where waste is produced, we must put it to good use, through re-use, recycling, composting and recovering energy.
- ◆ We have established a series of targets and indicators to ensure the necessary step change in waste management. We will set statutory performance standards for local authority recycling and composting, to ensure that these targets are met.

3.6 PPG10 Planning and Waste Management sets out other important principles to which the Government subscribes in the management of waste in England and Wales. In order to deliver change, the Government expects that decisions on waste management, including decisions on suitable sites and installations for treatment and disposal, should be based on a local assessment of the Best Practicable Environmental Option (BPEO). In determining BPEO, the Government expects those making decisions to take account of three key considerations: the Waste Hierarchy; the Proximity Principle and Self-Sufficiency.

- ◆ **Waste Hierarchy** the Government does not expect incineration with energy recovery to be considered before the opportunities for recycling and composting have been explored. The Waste Hierarchy involves:
 - ◆ **reduction** by using technology which requires less material in products and produces less waste in manufacture, and by producing longer-lasting products with lower pollution potential
 - ◆ **re-use** using items more than once; for example, returnable bottles and reusable transit packaging
 - ◆ **recovery** finding beneficial uses for waste including:
 - (a) recycling it to produce a useable product; for example glass from bottles;
 - (b) composting it to create products such as soil conditions and growing media for plants; and
 - (c) recovering energy from it either by burning it or by collecting methane from landfill sites for energy production, and
 - ◆ **disposal** by incineration or landfill without energy recovery.

Each of these options should be managed, and where necessary regulated to prevent pollution of the environment or harm to human health.

- ◆ **The Proximity Principle** Waste should generally be managed as near as possible to its place of production, because transporting waste itself has an environmental impact. This avoids passing the environmental costs of waste management to communities, which are not responsible for its generation, and reduces the environmental costs of transporting waste. The adoption of the Proximity Principle should contribute to a more sustainable approach to the management of waste and also reduce the costs and pollution arising from the use of heavy goods vehicles.
- ◆ **Self-Sufficiency** Waste Planning Authorities and the waste management industry should aim, wherever practicable, for **Regional Self-Sufficiency** in managing waste.

3.7 In addition to Waste Strategy 2000, PPG10 Planning and Waste Management describes the principle of Regional Self-Sufficiency whereby most waste should be treated or disposed of within the region of its generation.

3.8 The Waste Hierarchy, BPEO, the Proximity Principle and Regional Self-Sufficiency should be approached flexibly in order to identify the networks of facilities which provide a balance between environmental, social and economic needs.

- 3.9** Waste Strategy 2000 also sets out a number of targets designed to reduce the proportion of waste going to landfill and generally to recover, recycle or compost waste. The targets are set out under paragraph 4.2 of this Plan.
- 3.10** The Government's overall policy aim for achieving sustainable waste management is to increase the proportion of waste managed by those options towards the top of the Waste Hierarchy.
- 3.11** Waste Strategy 2000 confirms that waste planning authorities are responsible for identifying suitable sites for waste treatment or disposal installations. Waste planning authorities are required to:
- ◆ take full account of the policies described in the strategy, in particular:
 - ◆ the importance of establishing the BPEO;
 - ◆ the importance of taking an integrated approach to waste management;
 - ◆ the need to move substantially away from landfill towards recycling, composting and energy from waste;
 - ◆ ensure consistency with the quantity of tradable landfill permits available and with statutory performance standards for recycling;
 - ◆ implement planning policy guidance fully and quickly - PPGs 10 and 11 - together with any relevant Regional Planning Guidance;
 - ◆ make realistic assessments of likely future requirements for the number, type and siting of waste treatment facilities in their area in the light of this waste strategy, proposals for development (eg new housing and commercial centres);
 - ◆ promote informed debate with the public and businesses in their area about the need for waste management facilities and the options available to produce the Best Practicable Environmental Option;
 - ◆ work with the Environment Agency to ensure that planning and licence conditions are complementary and effective and to ensure timely decisions, twin tracking where possible.
- 3.12** PPG 12 Development Plans (para 4.1) sets out the four broad objectives for sustainable development. These are:
- ◆ maintenance of high and stable levels of economic growth and employment;
 - ◆ social progress which recognises the needs of everyone;
 - ◆ effective protection of the environment; and
 - ◆ prudent use of natural resources.

Waste Local Plans, by facilitating sustainable waste management, have a role to play in achieving the above sustainable development objectives by:

- ◆ enabling adequate provision to be made for waste management facilities to meet the needs of society for the re-use, recovery and disposal of waste, taking account of the potential for waste minimisation and the particular needs in respect of special waste;
- ◆ helping to meet the needs of business and encouraging competitiveness;
- ◆ encouraging sensitive waste management practices in order to preserve or enhance the overall quality of the environment and avoiding risks to human health;
- ◆ having regard to the need to protect areas of designated landscape and nature conservation value from inappropriate development;

- ◆ minimising adverse environmental impacts resulting from the handling, processing, transport and disposal of waste;
- ◆ considering what new facilities may be needed, in the light of wastes forecast to arise; and,
- ◆ ensuring that opportunities for incorporating re-use/recycling facilities in new developments are properly considered.

The above objectives are set out under paragraph 5 of PPG10 Planning and Waste Management.

Regional Strategy

3.13 The Regional Strategy for the South West, as set out in RPG10 Regional Planning Guidance for the South West, was published in September 2001. This includes a section on Waste, which encourages local authorities to collaborate to develop sub-regional waste management and planning policies that are environmentally sensitive.

3.14 Regional Planning Guidance supports:

- ◆ the principle of the Waste Hierarchy, and in particular the need to afford waste minimisation the highest priority;
- ◆ the use of the concept of BPEO, the proximity principle and regional self-sufficiency in an integrated waste management strategy for the South West and by appropriate Local Authorities in waste management and waste planning;
- ◆ the concept of Regional Technical Advisory Bodies on waste management;

and proposes that in their planning role Local Authorities should develop and implement policies that require the waste implications of major and other specified development proposals to be audited and for the waste arisings to be dealt with consistent with the Waste Hierarchy, Proximity Principle and Best Practicable Environmental Option.

3.15 Regional Planning Guidance Note 10 identifies the need for an early review of the Waste and Minerals strategy.

Joint Replacement Structure Plan

3.16 In June 1998, the Joint Strategic and Planning Committee published the Deposit version of the Joint Replacement Structure Plan. Following consideration of the Examination in Public Panel's Report, the Joint Committee published Proposed Modifications for consultation on 5 November 1999. On 3 February 2000, the Joint Committee resolved to adopt the proposals of the Plan without further modifications on or after 20 March 2000. Following the intervention of the Secretary of State, by means of a Direction issued in July 2000, the Joint Committee, on 1 August 2001, agreed to recommend to the four constituent unitary authorities a Further Proposed Modification in response to the Direction. This was published for consultation purposes on 14 December 2001.

3.17 When adopted, the Joint Replacement Structure Plan, together with other relevant European, national and regional policies, will provide the strategic framework for the North Somerset Waste Local Plan.

3.18 Joint Replacement Structure Plan Policy 29 addresses the issue of waste management, and states:

“POLICY 29: In accordance with the principles of sustainable management, appropriate provision of land should be made for the safe management, recycling,

treatment and disposal of forecast waste arising in the area, together with an appropriate proportion of regional waste flows as necessary, in the period to 2011.

Provision will be made for the development of waste management facilities employing the best practicable environmental option (BPEO), utilising previously developed land where appropriate, in locations where:

- ◆ the facility is as close as practicable to the particular waste stream source;
- ◆ satisfactory access to the main / principal highway network can be provided, making use of non-road facilities where practicable;
- ◆ the nuisance to neighbouring land uses is minimised;
- ◆ appropriate provision can be made for reclamation / aftercare;
- ◆ the proposals reflect the character of the locality;
- ◆ no threat is posed to water courses and surface / groundwater resources;
- ◆ proposals for the recovery of value from wastes being treated, including energy generation, composting, and recycling can be included where practicable and environmentally acceptable.”

3.19 Policy 29 is intended to provide a strategic policy context for the preparation by the four constituent unitary authorities of waste strategies and detailed planning policy initiatives. On 24 April 2001, the Joint Committee considered a report on the preparation of a “Sub-Regional Planning Strategy for Waste Management - Implementation and review of Structure Plan Policy 29”. This represents the first step in the preparation of a waste strategy that will form an important context for the Review of the North Somerset Waste Local Plan, and other waste related plans in the Structure Plan area.

3.20 The Deposit Version of the Joint Replacement Structure Plan, as modified, draws attention to the need for the four constituent unitary authorities to ensure that their waste strategies enable a range of facilities to come forward which will encourage the management of the various waste streams through options towards the top end of the waste hierarchy.

Local Plan Aims and Objectives

3.21 The above paragraphs set out the European, national and strategic framework and key objectives to which North Somerset Council should be working and to which regard has been given in preparing the North Somerset Waste Local Plan. There will be a need to manage waste in a way that conserves our environmental resource, safeguards human health and achieves best value for money.

3.22 These key objectives form the basis of the objectives for this Local Plan and for the management of waste in North Somerset.

The overall Aim of the North Somerset Waste Local Plan is:

To ensure the responsible management of waste within North Somerset in accordance with the principle of the Best Practicable Environmental Option, and with due regard to Regional Self-Sufficiency and the Proximity Principle.

The Objectives of the North Somerset Waste Local Plan are:

Objective 1: To ensure that a range of waste management facilities are provided within North Somerset in order that as much waste as possible is dealt with at the top end of the following Waste Hierarchy by the:

- ◆ minimisation of waste created
- ◆ reuse of waste materials
- ◆ recovery of resources from waste either by recycling, composting or by recovery of energy
- ◆ final disposal of waste to land without energy recovery provided that waste is managed in an economically and environmentally sustainable way.

Objective 2: To enable a network of waste management facilities to be established in North Somerset to make an appropriate contribution to managing local, sub-regional and regional waste flows.

Objective 3: To balance the need to make provision for waste management facilities and the protection and enhancement of the environment, using the Best Practicable Environmental Option. All waste management facilities must achieve high standards of environmental performance, and where appropriate a beneficial after-use.

Objective 4: To minimise the impact of transport requirements of waste management and disposal by ensuring that waste is treated and / or disposed of as close as practicable to the point where it is generated having regard to the existing and proposed transport network and transport policies and other transport options; and

Objective 5: To ensure the protection and maintenance of North Somerset's natural resources.

3.23 The above aim and objectives will be implemented by the North Somerset Waste Local Plan through the policies and proposals. The overall stance of the Waste Local Plan is guided by Policies WLP1 and WLP2 that promote waste management proposals for the reduction, re-use and recovery of waste over proposals for waste disposal. These policies also promote the use of "brownfield" land over "greenfield" land.

Policy WLP1

There will be a presumption in favour of proposals for waste management facilities that facilitate reduction, re-use and recovery of waste.

Proposals for the disposal of waste involving landfill or landraise, including extensions to existing landfill or landraise sites, will be permitted only where they incorporate elements of waste recovery or re-use.

In considering all such proposals, priority will be given to the re-use of previously developed, derelict and despoiled land or land otherwise associated with existing waste management facilities.

When planning applications for waste management facilities are considered, account will be taken of whether the proposal would represent the Best Practicable Environmental Option for the anticipated waste stream.

Policy WLP2

In order to assist in fulfilling the aim that waste should generally be managed as near as possible to its place of production, the following factors will be taken into account when considering planning applications for waste management development:

- (a) the proximity of the potential sources of waste to the proposed facility; and
- (b) the location of alternative facilities which could also manage the potential waste; and
- (c) the likely duration of the proposed facility.

The “Criteria-Based” Approach

- 3.24** The North Somerset Waste Local Plan is being prepared in the context of significant changes at European, national, regional and sub-regional levels, as far as waste management is concerned. The EC Landfill Directive requires a shift away from landfill as an option for the disposal of biodegradable waste; Waste Strategy 2000 sets out a vision for managing waste and resources better and the changes needed to deliver more sustainable development. It sets out challenging targets to increase the recycling of municipal waste. The Regional Planning Guidance for the South West (RPG10, September 2001), which heralds a review of the guidance on waste, sets out a strategy that emphasises a sub-regional approach to waste management.
- 3.25** The North Somerset Waste Local Plan is being prepared in the context of a lack of up-to-date comprehensive information on waste arisings and projections of future arisings that will require waste management facilities. The Environment Agency’s Strategic Waste Management Assessment (SWMA), has focussed on providing county-wide assessments. Further work will be necessary to provide waste arisings data and assessments for the Unitary Authorities in the Avon area, including North Somerset.
- 3.26** The above factors, emerging policy guidance and the lack of reliable base-date and projections of waste arisings, combine to make it unrealistic for the North Somerset Waste Local Plan to adopt a comprehensive site-specific approach. Such an approach would need to rely on certainty in the assessment of need as measured by type and quantity of facilities required, and the existence of a comprehensive and integrated strategy for the sustainable management of waste.
- 3.27** There is a need to progress a planning policy framework for waste in order to fill the current gap in planning policy. A criteria-based approach combined with site specific Policies WLP10 and WLP11 are considered to constitute a practical and appropriate short term solution for the North Somerset Waste Local Plan until a more comprehensive set of positive proposals for waste management facilities are made in the subsequent review of the Plan.

Waste minimisation and reduction

Waste minimisation and reduction

Moving up the Waste Hierarchy

4.1 Objective 1 of the North Somerset Waste Local Plan seeks:

“To ensure that a range of waste management facilities are provided within North Somerset in order that as much waste as possible is dealt with at the top end of the following Waste Hierarchy by the:

- ◆ minimisation of waste created
- ◆ reuse of waste materials
- ◆ recovery of resources from waste either by recycling, composting or by recovery of energy
- ◆ final disposal of waste to land, without energy recovery provided that waste is managed in an economically and environmentally sustainable way.”

4.2 Waste Strategy 2000 incorporates a number of challenging targets for improvements in waste management set by the Government. These include:

- ◆ by 2005 to reduce the amount of industrial and commercial waste sent to landfill to 85% of that landfilled in 1998
- ◆ to recover value from 40% of municipal waste by 2005
- ◆ to recover value from 45% of municipal waste by 2010
- ◆ to recover value from 67% of municipal waste by 2015

(“Recover” means obtain values from waste through one of the following means: recycling, composting, other forms of recovery (such as anaerobic digestion), energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis, or other technologies)).

- ◆ to recycle or compost at least 25% of household waste by 2005
- ◆ to recycle or compost at least 30% of household waste by 2010
- ◆ to recycle or compost at least 33% of household waste by 2015.

4.3 The Government proposes to set statutory performance standards for local authority recycling in England. The initial view is that standards should apply to Waste Disposal Authority areas for 2003, 2005 and 2010. The standards would be different for different groups of authorities. The North Somerset Waste Disposal Authority would be required to double its recycling rate of about 8.1% achieved in 1998/99 to in the order of 17% by 2003. The recycling rate achieved in 1999/2000 was about 14.1%. The targets for 2010 and 2015 will be set following consultation on performance standards.

4.4 Further targets for the reduction of landfilling of biodegradable municipal waste are included in the EC Directive on the landfill of waste. This requires the amount of biodegradable municipal waste going to landfill to be reduced in three successive stages, over a 15-19 year period, to 35% of 1995 biodegradable municipal waste arisings. Following public consultation on Limiting Landfill, the Government proposes to introduce tradeable permits for local authorities in order to restrict the amount of biodegradable municipal waste landfilled. In October 2000 and August 2001, the Government published consultation papers on the implementation of Council Directive 1999/31/EC on The Landfill of Waste. The first consultation paper noted that the Landfill Directive will introduce some key changes to current UK landfill practice, including:

- (i) the separation of landfills into three types: for hazardous, non-hazardous or inert waste;

- (ii) the requirement to treat most waste before disposal to landfill; and
- (iii) a ban on the disposal of certain types of wastes to landfill, for example, liquid waste, certain hazardous wastes and tyres.

These and other changes necessary to implement the provisions of the Landfill Directive, will require alternative recovery / disposal routes and new processes involving the treatment of waste. It is proposed to introduce a system of landfill permits, and the second consultation paper includes draft landfill regulations.

- 4.5** The switch away from landfill as a means of waste disposal will promote the sorting of waste in general, waste recovery and recycling. The EC Landfill Directive requires Member States to prepare national strategies for the implementation of the reduction of biodegradable municipal waste going to landfill.
- 4.6** The Waste Local Plan itself can have only a limited role in influencing the amount of waste produced, managed at the top end of the hierarchy and requiring final disposal.
- 4.7** European, national and regional targets do provide an important context for the Waste Local Plan. They have their own land use implications because recycling, composting, or even just the sorting of waste, require adequate and suitable sites.

Inert Demolition, Construction and Excavation Wastes

- 4.8** The very process of development itself can generate significant volumes of waste. As an indication of the amount of inert waste potentially arising from housing development, the Joint Replacement Structure Plan, as proposed to be further modified (December 2001), proposes that provision for some 14,900 additional dwellings should be made in North Somerset over the period 1996 - 2011. The construction of other types of development, including industrial and commercial development, will also generate waste over the Plan period.
- 4.9** The Waste Management Plan estimated that each year construction activities in the Avon area disposed in the region of 965,950 tonnes of inert demolition, construction and excavation waste, all of which was landfilled. The Waste Management Plan also noted that large quantities of such waste material were being recycled in construction projects.
- 4.10** It is important to support and encourage the re-use of inert and construction waste material in-situ and to ensure that development projects absorb as much as possible of the waste generated by the project. This will help reduce the need to dispose of such waste to landfill and the unnecessary movement of waste.
- 4.11** For example, excavation spoil may potentially be used in landscaping schemes or the construction of noise attenuation bunds provided that it is associated with the scheme and within the area of the development site.
- 4.12** The re-use of waste materials in situ will not always be the Best Practicable Environmental Option. There will be cases where surplus materials will be used more effectively in an alternative way or elsewhere. In other cases, the use of mobile plant to facilitate recycling in situ may be the most appropriate option.
- 4.13** It is proposed that development schemes that are likely to generate significant volumes of waste should be accompanied by a 'waste audit'. This should include details of:
 - ◆ the volumes of waste likely to be generated;
 - ◆ the amount to be utilised within the development itself;
 - ◆ the amount requiring disposal; and
 - ◆ an indication of how and where that disposal will take place.

- 4.14** Policy WLP3 is intended to encourage developers to minimise waste, minimise the distance waste is transported to a disposal site and to be innovative in the use of waste arisings in the design and implementation of schemes.
- 4.15** Where proposals involve the redevelopment of sites, the waste audit should specify how the materials are to be recovered and where appropriate, indicate the steps taken to produce secondary aggregates from the waste material produced.
- 4.16** Other materials will also arise (for example, wood, glass and plastics), and information on how the whole range of wastes arisings are to be treated, used or disposed of, should also be included in the audit.
- 4.17** Where applications that are likely to involve a substantial amount of waste are submitted in outline then the submission of a waste audit, as part of the reserved matters shall be secured by condition.
- 4.18** Schemes that do not involve the generation of a substantial amount of waste would not be subject to the requirement to prepare a waste audit. All applications for waste management facilities should be accompanied by a statement describing the anticipated location of waste to be managed. This information will be used to consider the merits of the application against the principles of sustainable waste management, and in particular the Proximity Principle.

Policy WLP3

Major development proposals which are expected to generate significant volumes of waste through the development process itself will be required to be accompanied by, as part of the application details, a waste audit to include the following details:

- (a) the type and volume of waste that the development will generate; and
- (b) where practicable and appropriate, the steps to be taken to ensure the maximum amount of waste arising from the development is incorporated within the development; and
- (c) the steps to be taken to manage the waste that cannot be incorporated through options at the upper end of the hierarchy and, if disposed of elsewhere, the distance the waste would be transported.

The way in which the waste arisings identified in the waste audit are dealt with will be considered against the Best Practicable Environmental Option for which the Waste Hierarchy and the Proximity Principle will be contributory factors.

- 4.19** The policy will be implemented by North Somerset Council in the carrying out of its statutory function as Development Control Authority, determining applications submitted under the Town and Country Planning Act 1990 (as amended) and associated legislation. Such an approach is being promoted by the Regional Planning Policy Guidance for the South West (RPG10). It is intended to prepare Supplementary Planning Guidance to assist the operation and use of the waste audit policy.

Waste management facilities

Waste managements facilities

5

Background

5.1 The role of the Waste Planning Authority is to focus on whether the development itself is an acceptable use of land, rather than on the control of the processes or substances themselves. Pollution control is the responsibility of the Environment Agency and other pollution control bodies. Although the Waste Planning Authority will not seek to duplicate pollution control, the extent to which the management of waste causes pollution will be material to the land use planning decision. As Waste Planning Authority, North Somerset Council is required, through the planning system, to enable an integrated network of waste management facilities to be provided in the area and to have regard to the needs of regional self-sufficiency. Objective 2 of the North Somerset Waste Local Plan reflects this:

“Objective 2:

To enable a network of waste management facilities to be established in North Somerset to make an appropriate contribution to meeting local, sub-regional and regional waste flows.”

5.2 Schedule 1 sets out the details of waste management facilities in North Somerset licensed between 1 April 1997 and 31 March 1998 by the Environment Agency under the Environmental Protection Act 1990. Schedule 1 does not include licensed landfill sites, which are set out under Schedule 2 and considered separately in Chapter 6. During the year prior to 31 March 1998, some 96,455 tonnes of waste were managed by these facilities.

Schedule 1 Waste Management Facilities in North Somerset Licensed by the Environment Agency 1 April 1997 - 31 March 1998

Incinerator

1. University of Bristol, Langford

Vehicle Dismantlers

2. Roy Hart Motors, Weston-super-Mare
3. Avon Vehicle Dismantlers, Middle Elm Farm, Hewish
4. J Penfold, Oaktree Yard, Hewish
5. Banwell Breakers, Banwell

Metal Recycling

6. P Penfold, Heathgate Farm, Hewish
7. R W Fowler, Clapton Lane, Portishead
8. P Burrison Recycling, Weston-super-Mare
9. D J Howe (Weston) Ltd, Weston-super-Mare

Transfer Stations

10. North Somerset Council, Weston-super-Mare Refuse Transfer Station and Civic Amenity Site
11. Haul Waste Ltd, Weston-super-Mare
12. Quadron Services Limited, Mendip Road Depot, Weston-super-Mare

Household Amenity Facilities

13. North Somerset Council, Aisecombe Way, Weston-super-Mare
14. North Somerset Council, Black Rock Quarry Civic Amenity Site, Valley Road, Portishead
15. North Somerset Council, Backwell Civic Amenity Site, Cheston Coombe, Backwell

Source: Environment Agency

Schedule 2. Landfill Disposal Facilities in North Somerset Licensed by the Environment Agency 1 April 1997 - 31 March 1998

Landfill / Landraise

1. R W Fowler, Weston Drove Landfill, Weston in Gordano
2. Viridor Waste Management, Yanley, Long Ashton
3. Avon Waste Disposal, Rust Bridge, Kenn

Non-Biodegradable Landfill

4. Castacrete Limited, Plantation Works, Failand
5. Worlebury Enterprises Ltd, Worle Quarry, Kewstoke
6. Redland Aggregates, Hartcliffe Rocks Quarry, Felton

Estimated landfill void at 31 March 1998 - 680,188 m³

Source: Environment Agency

- 5.3** Chapter 2 indicates that in the Avon area between 2.7 and 2.8 million tonnes of “controlled waste” per annum require management or processing. There will therefore be a continuing demand for waste management of waste facilities during the Plan period. In addition, if the overall Waste Local Plan strategy of moving the management of waste up the hierarchy and away from the landfill option is to be achieved then sufficient facilities will need to be made available within the area for the next ten years and beyond.
- 5.4** There are two ways in which the North Somerset Waste Local Plan may assist in the achievement of this aim. One is to be site specific and to allocate sites as part of the proposals of the Local Plan. The other is to establish a policy framework within which proposals for waste facilities can be properly considered.
- 5.5** The approach of the North Somerset Waste Local Plan is a combination of the two approaches. Existing waste proposals are included as proposals of the Waste Local Plan.

Re-use and recycling

- 5.6** Re-use involves putting a product into use again either for the same or different purposes. This provides added value and maximises the use of primary resources. It reduces the volume of waste needing to be managed and finally disposed of. However, successful re-use is likely to require the careful design of goods and packaging that will last for more than one trip or be capable of use in return and refilling systems.

- 5.7** Examples of reuse initiatives include:
- ◆ doorstep milk delivery and the reuse of glass bottles
 - ◆ money back on drinks bottles
 - ◆ re-treading tyres
 - ◆ refilling of containers from bulk containers at the point of sale
 - ◆ use of charity shops
 - ◆ reusable transit packaging
 - ◆ scrapyards
 - ◆ bio-piling centres.
- 5.8** The above represent the types of initiatives that the government is seeking to encourage business and the householder to become involved in. It is not the function of the planning system to encourage reuse schemes, but to make appropriate provision for associated development such as depots associated with collection of items. However, it is not envisaged that there will be a great demand for free-standing development arising from re-use schemes as these will be incorporated in the main within existing development.
- 5.9** Recycling involves processing waste to produce a usable raw material or product. As with reuse, recycling helps to reduce the use of primary materials. However, recycling should be carried out only where this represents the Best Practicable Environmental Option.
- 5.10** Recycling can encompass a range of wastes and processes. The most common examples of recycling are paper, bottle and can banks, where the empty or discarded product is collected and processed to create raw material or another product. This type of waste may be collected at a central point where people bring it, or it may be collected at the kerbside. In North Somerset there are currently kerbside collection schemes for recyclable waste in Worle (including Worlebury, Kewstoke, Wick St Lawrence and part of Milton), Uphill village, Nailsea, Claverham, Yatton, Southern Clevedon, Easton in Gordano, Pill and Portishead. It will be extended to other areas dependent on budget provision and Committee approval.
- 5.11** Recycling schemes such as the kerbside collection scheme, should reduce the quantity of recyclable materials in the main domestic waste stream. These, which may also involve the promotion of recycling, are waste management schemes, which although part of the wider waste strategy, are not proposals of the North Somerset Waste Local Plan.
- 5.12** There are many other materials that can be recycled. During the life of this Waste Local Plan it is likely that more materials may become capable of being recycled, such as plastic. Demolition and construction wastes, for example, may appropriately be recycled as secondary aggregate to be used in place of clean quarried stone. This would help conserve mineral resources as well as reducing the amount of construction and demolition waste going to landfill. However, the use of secondary aggregate in construction is limited and so would not fully replace the need for quarried material.
- 5.13** Green wastes, including garden and public park hedge clippings, and other suitable putrescible wastes, could be composted. This would create a new material for sale for use in domestic gardens. However, composting schemes could involve a significant amount of land. Anaerobic digestion is a similar biological process, and requires an engineered vessel to process the waste for the production of gas.

- 5.14** Batteries and White Goods can be recycled. However, there are virtually no facilities for recycling common domestic batteries in the country. About 75% of white goods are dismantled and the ferrous and non-ferrous content recovered. Vehicles at the end of their useful life can also be recycled. About 75% are reused or recovered through the reuse of parts or the recycling of the scrap metal. Car Breaker yards and scrap yards are a common, if untidy, part of urban areas.
- 5.15** The EC Directive on Packaging Waste (94/62 EC) requires at least 50% of the UK's packaging waste must be re-utilised through recycling or otherwise recovered by 2001.
- 5.16** Because all of the above processes will be of an industrial nature it is proposed that the Local Plan should direct these uses to appropriate sites for such processes. Where practicable, waste management facilities should incorporate proposals for the recovery of value from waste, including energy generation, composting or recycling. A statement describing the anticipated location of the waste to be managed should accompany all applications for waste management facilities. This information will be used to consider the merits of the application against the principles of sustainable waste management, and in particular the Proximity Principle. Policies WLP4, WLP5, WLP6 and WLP7 are the general policies relevant to proposals for waste management facilities. The consideration to be given to other relevant issues is set out in other Local Plan policies.

Policy WLP4

Planning permission will be granted for waste management facilities for processing, recycling, composting, storage, sorting or the transfer of waste, on suitable existing or proposed employment sites, existing waste management sites, former or existing mineral extraction sites, or sites specifically allocated in the Waste Local Plan, provided that:

- (a) the proposals are being accommodated, where necessary and practicable, within an appropriate building or structure; and
- (b) appropriate and effective noise, dust and odour and other pollution control measures are included; and
- (c) the proposed access is acceptable in terms of road safety; and
- (d) adequate provision would be made for foul and surface water drainage, including the containment and treatment of leachate and there would be no significant harm caused to the water environment (both surface and groundwater); and
- (e) provision is made, where appropriate, for restoration and aftercare; and
- (f) the use of public rights of way are maintained.

Proposals for waste management facilities should, where practicable and appropriate, incorporate proposals for the recovery of value from waste, including energy generation, composting or recycling.

Green Belt

- 5.17** The area designated “Green Belt” is shown on the Proposals Map. Government policy relating to the Green Belt is set out in PPG2 Green Belts (1995). In the Green Belt there is a general presumption against inappropriate development. This includes the carrying out of engineering and other operations and the making of material changes in the use of land unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.
- 5.18** Such inappropriate development should not be approved in the Green Belt except in very special circumstances. These will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Provided there are suitable safeguards, the re-use of buildings should not prejudice the openness of Green Belts, because the buildings are already in existence.

Policy WLP5

In the Green Belt, landfilling, landraising or other waste management development involving engineering, other operations or a material change in the use of land will be permitted only where it maintains openness and would not conflict with the purposes of including land in the Green Belt, except in very special circumstances.

In the Green Belt, the construction of a new building for waste management purposes will only be permitted where it comprises an essential facility which is genuinely required for a use of land that preserves the openness of the Green Belt and does not conflict with the purposes of including land in it.

The re-use of a building in the Green Belt for waste management purposes will be permitted provided;

- (a) it does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it; and
- (b) the proposal does not include any extension to the building or associated use of land surrounding the building which would conflict with openness of the Green Belt and the purposes of including land within it; and
- (c) the building is of permanent and substantial construction and is capable of conversion without major or complete reconstruction; and
- (d) the form, bulk, and general design of the building is in keeping with its surroundings.

Mendip Hills Area of Outstanding Natural Beauty

- 5.19** The Mendip Hills was designated as an Area of Outstanding Natural Beauty (AONB) in December 1972. A modification to the AONB boundary was confirmed by the Secretary of State for the Environment in October 1989. The AONB boundary is shown, for information purposes, on the Proposals Map.
- 5.20** Areas of Outstanding Natural Beauty (AONBs) are areas of fine landscape quality, of such great variety in character and extent, that there is a national interest in protecting them. AONBs in England and Wales have been so designated under the provisions of the National Parks and Access to the Countryside Act 1949. The Countryside Agency has the task of designating AONBs and of advising Government, local authorities and others of appropriate policies for them. The purpose of AONB designation is the conservation and enhancement of natural beauty, which includes protecting flora, fauna and geological as well as landscape features. In planning policy terms, AONBs are of equivalent status in relation to landscape quality as compared with National Parks.
- 5.21** Government advice on AONBs is set out under PPG7 'The Countryside-Environmental Quality and Economic and Social Development'. It states that in general, policies and development control decisions affecting AONBs should favour conservation of the natural beauty of the landscape. The environmental effects of new proposals will be a major consideration, though it will also be appropriate to have regard to the economic and social well being of the areas. Major industrial or commercial development, including such proposals for waste management facilities, will generally be inconsistent with the aims of designation and proposals for mineral workings and road building will be subject to rigorous examination. Proposals for any major development in an AONB have to be demonstrated to be in the national interest before being allowed to proceed. Considerations include whether the development is needed in national terms, the impact of permitting it or refusing it on the local economy, the potential for the development elsewhere, or meeting the need in some other way, and the extent to which any detrimental effect on the landscape might be moderated.

Policy WLP6

Waste management development which would significantly harm the natural beauty of the Mendip Hills Area of Outstanding Natural Beauty will not be permitted. Major industrial or commercial development for waste management purposes will only be permitted where it is justified by a proven national interest and lack of alternative sites outside of the AONB.

Biodiversity

- 5.22** Biodiversity is about biological variety, and the rich variety of plant, animal and insect life that is supported by the Earth. The conservation of biodiversity is concerned with the variety of species of different life forms and the variety of habitats, and is an essential element of sustainable development. The framework of conservation and planning legislation and designations is set out in PPG9 Nature Conservation (1994). This includes a hierarchy of designated sites from sites of international, national and local importance for wildlife.

- 5.23** Sites of international importance in North Somerset include the Severn Estuary SSSI, which has been designated as a wetland of international importance (“Ramsar” Site) and a Special Protection Area (SPA) under the EC Birds Directive and as a possible Special Area of Conservation (SAC) under the EC Habitats Directive. The Avon Gorge Woodland and the North Somerset and Mendip Bats area are candidate SACs. Waste related development which would be likely to have a significant effect on an SAC or SPA may go ahead only if it does not adversely affect the integrity of the site or there is no alternative solution and there are imperative reasons of overriding public interest. Where a SAC contains a priority natural habitat or species under the terms of the EC Habitats Directive waste related development will be permitted only for reasons of human health, public safety or beneficial consequences of primary importance to the environment.
- 5.24** Sites of Special Scientific Interest are the best examples of our national heritage of wildlife habitats, geological features and land forms. They are identified and formally notified by English Nature (the statutory adviser to Government on nature conservation in England) under the Wildlife and Countryside Act 1981. There are 41 SSSIs in North Somerset (some of which are SAC’s or SPAs), the largest being the Severn Estuary, which runs the length of the coastline. SSSIs are shown on the Proposals Map of the North Somerset Local Plan. Proposals for waste related development that could cause direct or indirect harm on SSSIs will not be permitted.
- 5.25** Sites of local importance for biodiversity include local nature reserves and sites of nature conservation or geological importance. Local nature reserves can make of significant contribution to biodiversity. Local Nature Reserves that have been designated and managed (and shown on the Proposals Map of the North Somerset Local Plan) include:
- ◆ Uphill, Weston-super-Mare;
 - ◆ Eastwood and Battery Point,
 - ◆ Portishead; Wains and Church Hills (Poet’s Walk), Clevedon;
 - ◆ Bucklands Pool / Backwell Lake, Nailsea;
 - ◆ Cheddar Valley Railway Walk and
 - ◆ Cadbury Hill / Henley Quarry, Yatton.
- 5.26** Sites of Nature Conservation or Geological Importance represent the best examples of wildlife habitats, populations of rare species and geological features and are particularly important in supplementing and supporting the national framework of SSSIs. The sites have been designated under strict criteria relating to scientific site and community characteristics, and are show on the Proposals Map of the North Somerset Local Plan. However, our natural wildlife heritage is not confined to statutory and non-statutory sites, but is found throughout the countryside and in urban areas. Wildlife corridors and stepping-stones between wildlife habitats form a network necessary to ensure the retention of the existing range and diversity of our flora and fauna. While the conservation of designated sites should especially be taken into account, regard will also need to be given to the relative conservation importance of sites that are not designated.
- 5.27** Waste related development which would significantly harm, directly or indirectly, local conservation interests will not be permitted unless the importance of the development would outweigh the value of the substantive interests present, or where it can be demonstrated that appropriate mitigation and/or compensation measures can be implemented.

- 5.28** Over 100 species and plants and animals including orchids, bats and otters are protected under the Wildlife and Countryside Act 1981 and the Countryside and Rights of Way Act 2000. Where waste related development may affect a protected species or the habitat used by such a species, North Somerset Council will consult the relevant conservation bodies and require the applicant to conduct a thorough site survey and evaluation. Where appropriate, conditions will be attached to the grant of planning permission, or legal agreements sought under which the developer would take steps to secure the protection of the species. Where protection of the species could not be secured through the use of conditions or legal agreements the waste related development would be refused.

Policy WLP7

Where an assessment of the effect of proposed waste management development shows that there would be a likelihood of significant harm, directly or indirectly, to the integrity of a site of international importance (ie: potential and classified SPAs, candidate and designated SACs and Ramsar sites), planning permission will only be granted where there is no alternative solution and there are imperative reasons of overriding public interest that justify the scheme, and any necessary compensatory measures to ensure that the overall coherence of the site is protected, can be secured.

Waste management development which could cause significant harm, directly or indirectly, to a Site of Special Scientific Interest will only be permitted if it can be subject to conditions that would prevent damaging impacts on wildlife habitats or important physical features or if other material factors are sufficient to override nature conservation considerations.

Planning permission will not be granted for waste management development which would significantly harm, directly or indirectly, protected species and local nature conservation interests, including Sites of Nature Conservation Importance, woodland worthy of protection and locally important geological sites, unless the importance of the development would outweigh the value of the substantive interests present, or where it can be demonstrated that appropriate mitigation and / or compensation measures can be implemented.

Civic Amenity Sites and Recycling Banks

- 5.29** As well as the sorting and processing of recyclable wastes there is also the issue of their collection. North Somerset Council provides “Civic Amenity Sites” where householders can bring their bulky wastes and recyclable materials such as metals, paper, textiles, glass, cans, oils and garden / green wastes. Three sites are currently provided at Black Rock Quarry near Portishead; Cheston Coombe, Backwell, and at the Weston-super-Mare Refuse Transfer Station and Civic Amenity Site.
- 5.30** The site at Cheston Combe is becoming increasingly unsatisfactory principally due to the inadequacies of the highway access. The current temporary planning consent on the site is for two years, and will expire on 31 March 2004. The need to identify a suitable alternative permanent site is urgent, and a planning application is being prepared in respect of a site adjoining Backwell Quarry. Until such time as a replacement site is identified and commissioned, it is proposed that the Civic Amenity Site at Cheston Combe should continue to operate on a temporary basis.

- 5.31** The Avon Waste Management Plan recommended that the new Unitary Authorities should consider providing a comprehensive recycling service at Civic Amenity and other sites in Avon. The Avon Waste Management Plan also proposed provision of one Civic Amenity Site within a 5 mile travelling distance of major centres of population. On the basis that there should be equal accessibility to a Civic Amenity Site for all North Somerset residents, it is proposed that an additional Civic Amenity Site be located to the east of the A38, although no specific site is proposed by the North Somerset Waste Local Plan.
- 5.32** Although Policy WLP8 is specific to Civic Amenity Sites and recycling banks, as a waste management facilities, regard should also be given to Policies WLP4, WLP5, WLP6 and WLP7 when proposals are considered.

Policy WLP8

Planning Permission for Civic Amenity Sites and recycling banks will be granted provided that:

- (a) the proposal helps to achieve an accessible network of Civic Amenity Sites; and
- (b) the proposal does not cause demonstrable harm to the character of the local area; and
- (c) where appropriate, the site is landscaped and screened; and
- (d) the proposed access to the site is safe and capable of accommodating the projected levels of traffic, and
- (e) the need to travel by car is minimised; and
- (f) the proposals include measures to achieve the satisfactory restoration of the site when the waste management use of the site substantially ceases.

- 5.33** In addition to sites in public areas such as car parks and lay-bys, provision for banks for materials such as paper, textiles, glass and cans are made by businesses and other institutions such as supermarkets and schools. This approach should be continued because locating facilities in such locations means that people can make one visit for two purposes, an approach which is in line with the principles of PPG13 Transport and Waste Strategy 2000. There may be scope for the promotion of community compost schemes and village waste materials banks. All the above uses should be within the built-up areas of North Somerset and easily accessible to members of the public.
- 5.34** To improve accessibility to recycling facilities further, it is proposed to introduce a policy that establishes the principle that developers of housing schemes involving twenty five or more dwellings or retailing proposals larger than 500 square metres gross, shall make provision for recycling banks. This will involve the dedication of appropriately located land, adjacent to the highway, and the provision of a standard range of receptacles.

Policy WLP9

Proposals for housing developments involving twenty five or more dwellings or retailing developments larger than 500 square metres gross, will be encouraged to incorporate appropriate provision of land and facilities for recycling banks.

Waste Transfer Station

- 5.35** A major waste management facility in North Somerset is the Weston-super-Mare Waste Transfer Station. This facility, in the ownership of North Somerset Council, receives commercial, household and green wastes, street sweepings, civic amenity wastes and any other wastes of a similar nature for which the Council has a duty or power to dispose of.
- 5.36** The Transfer Station is also the collection and sorting point for the recycled wastes collected by North Somerset Council. The waste from the Transfer Station is disposed of by Viridor Waste Management, which has been awarded the waste disposal contract for the disposal of household and other wastes arising in North Somerset until 31 March 2002.
- 5.37** Unlike other transfer stations in the Avon area the Weston-super-Mare Transfer Station is not linked to the railway network. Being close to the railway, the potential exists for the establishment of a rail transshipment facility. Such a facility would reduce the need to transfer waste by road.
- 5.38** A feasibility study will be needed to examine the financial and practical aspects of a link to the railway network, which has regard to the longer term options for the disposal of North Somerset waste and the wider sub-regional context of waste disposal. In the meantime, it is proposed to safeguard land for a rail transshipment facility associated with the Transfer Station. An initial survey of the requirements of a railhead has indicated that additional land measuring some 180 metres by 33.5 metres outside of land currently in the ownership of North Somerset Council would be required. In order to operate, a railhead would require the redevelopment of the waste transfer activities at the Transfer Station.

Policy WLP10

Land, shown on the Proposals Map, is safeguarded for the further development of the Weston-super-Mare Transfer Station, for the purposes of the establishment of a rail transshipment facility.

Energy Recovery

- 5.39** Energy recovery from waste of one sort or another is a long established method of obtaining added value for waste. Such activities could be in the interests of sustainability.
- 5.40** Joint Replacement Structure Plan Policy 25, as proposed to be adopted, relates to renewable energy development. The Policy encourages energy producing schemes relying on the use of waste materials, including incineration and combined heat and power plants provided that such facilities cater primarily for waste materials generated within the area and are at locations easily accessible to the major sources of waste. Such a policy is in accordance with the objectives of the proposed EU Directive on the landfill of waste.
- 5.41** There are four main ways of recovering energy from waste:
- ◆ incineration in a waste to energy plant
 - ◆ processing selected wastes as fuel
 - ◆ use of methane produced as a by product from the decomposition of putrescible waste, for example, at some landfill sites where fuel generators can be used to produce electricity for the Local Electricity Distribution Network
 - ◆ controlled anaerobic digestion, for example, at a sewage treatment works

- 5.42** For household wastes incineration is an effective technique, although in this area the incinerator at Avonmouth is now closed because without large scale investment it was unable to meet the stricter emission controls required under Part 1 of the Environmental Protection Act 1990.
- 5.43** A replacement of the disused incinerator at Avonmouth with a waste-to-energy plant is one of a range of waste management options being evaluated by Bristol City council. If it becomes included within Bristol City council's preferred strategy, it may afford an opportunity to accommodate some of the waste arising from North Somerset. The transportation of waste from North Somerset, and possibly other neighbouring authorities, may provide the economies of scale necessary to make a high volume incinerator viable.
- 5.44** It is possible that North Somerset Council may, as part of the Waste Management and Recycling Strategy, wish to see a small-scale waste to energy plant in the area to deal with household waste arising, possibly from the area of Weston-super-Mare. In this case the preferred location would be on land adjacent to the Weston-super-Mare Transfer Station, where planning approval has been given for a clinical waste incinerator. In order to safeguard this option, land at Weston-super-Mare has been identified for such a purpose on the Proposals Map.
- 5.45** The construction of a waste-to-energy facility would be in accordance with Policy 29 of the Joint Replacement Structure Plan, as proposed to be adopted; assist in the creating a more sustainable community as far as waste disposal is concerned; and reduce the amount of waste being deposited to landfill.
- 5.46** It is recognised that the economic viability of a waste to energy plant is highly dependent upon the amount of waste being incinerated. Although smaller waste to energy plants may become feasible with advances in technology, it is likely that their economic viability will rely on waste being imported into North Somerset. A location on a waste park at Weston-super-Mare, associated with a transfer station and a new railhead facility, would assist the feasibility of a waste to energy plant.
- 5.47** The emerging North Somerset Waste Strategy and Recycling Plan draws attention to the latest energy from waste incineration plants that are much smaller than in the past.
- 5.48** These smaller plants are capable of operating with annual tonnages of around 100,000 tonnes of waste.
- 5.49** In the short term, a small-scale gasification plant (of about 15,000 tonnes per year capacity), is to be sited on land adjacent to the Waste Transfer Station at Weston-super-Mare. It is anticipated that this demonstrator plant will provide information about the environmental effects, including emissions, from the use of gasification technology.
- 5.50** A summary of the arguments for and against the use of energy from waste incineration plants, particularly at a time when there is an emphasis at a European scale for less reliance to be placed on landfill and more emphasis placed on waste reduction, is set out in the Waste Management and Recycling Strategy. A decision to commission such a plant is a waste management decision, to be made through the preparation of the Waste Strategy for North Somerset.
- 5.51** The role of the North Somerset Waste Local Plan is to identify a suitable site, and to safeguard it. This is achieved by means of Policy WLP11.

Policy WLP11

Land, shown on the Proposals Map, is safeguarded for the purposes of the development of a waste to energy incineration plant.

Disposal of waste to land

Disposal of waste to land

Background

- 6.1** Although Government guidance and the strategy of the North Somerset Waste Local Plan indicate that a sustainable approach to waste management will place greater emphasis on the options towards the top end of the hierarchy, there will still be a need to accommodate the final disposal of some wastes, or the residues of other waste management processes such as incineration, to land.
- 6.2** In considering the issue of disposal to land regard should be paid to all the objectives of the North Somerset Waste Local Plan.
- 6.3** The Government is committed to reducing reliance on landfill, as required by the EC Landfill Directive, through mechanisms such as the Landfill Tax. Waste Strategy 2000 sets out a series of challenging targets to increase recycling and composting. The National Waste Strategy also recognises that reducing the amount of waste going to landfill is compatible with its continued use as a viable waste management option. For certain wastes it is possible that landfill may be the Best Practicable Environmental Option. It is also national policy that waste is treated as close as practicable to its source, in line with the Proximity Principle. A direct application of this principle will be the assessment of the location of proposed waste management facilities such as landfill and landraise, relative to sources of waste. It is important to note that the Proximity Principle will not mean that waste will always go to the nearest landfill rather than being considered under Best Practicable Environmental Option.
- 6.4** There are a number of types of disposal of waste to land sites:
- ◆ **Inert Sites** Licensed only to accept genuinely inert wastes which will not decompose or release significant quantities of pollutants. If properly managed and controlled then they are unlikely to produce a pollution risk for the future.
 - ◆ **Biodegradable Waste Sites** Licensed to accept biodegradable or putrescible wastes including household wastes. Such sites should be engineered in such a way as to either contain the wastes and potential leachate or to manage the biological processes of degradation to promote detoxification and stabilisation of the wastes.
 - ◆ **Co-disposal Waste Sites** Biodegradable waste sites that are licensed to accept a proportion of industrial wastes including some special wastes. The EC Landfill Directive will militate against such arrangements.
- 6.5** The potential advantage of disposal of waste to land includes its lower cost relative to other options, although the introduction of the Landfill Tax in October 1996 has increased costs. If designed and managed well, landfilling on damaged and degraded land, can be an unobtrusive means of restoring land to wildlife, leisure and other land uses.
- 6.6** Landfill gas, where extracted, can be a source of fuel for heat and power generation. Grants may be available as part of the Non Fossil Fuel Obligation, which is a scheme that subsidises operators, including landfill operators, who wish to supply electricity to the National Grid. The landfill site at Yanley, for example, supplies about 1MW of power to the Local Electricity Distribution Network.
- 6.7** A well-managed landfill site provides the following advantages:
- ◆ minimises the risks of contamination in the future
 - ◆ minimises the release of landfill gas methane into the atmosphere
 - ◆ provides opportunities for the future beneficial uses of the land
 - ◆ minimises nuisance associated with noise, smell and unsightliness
 - ◆ minimise vehicle movements
 - ◆ minimises landscape and ecological damage.

- 6.8** Disposal to land can include land filling where voids in the ground are filled. These may be man-made voids such as quarries, or naturally formed small valleys, or gorges. Land raising creates an increase in the existing ground levels.
- 6.9** Chapter 2 indicates that there is a shortfall of landfill capacity over the period of the Plan and concludes that there will continue to be a demand for this sort of facility in the management of North Somerset's wastes and to contribute to the management of wastes on a wider sub-regional and regional basis. Bristol lies directly to the north of North Somerset and there will be pressure to accommodate at least a proportion of the City's landfill requirements within the area of North Somerset.
- 6.10** At the end of March 1998, there was an available capacity of approximately 680,188 cubic metres in sites in North Somerset registered by the Environment Agency for disposal of waste to land. (See Schedule 2).
- 6.11** There may be further potential capacity in sites where planning permission has been granted. However, this would be subject to applications for Waste Management License being successful.
- 6.12** It is recognised that there is likely to be insufficient landfill capacity in North Somerset, and in the Avon area as a whole, over the period of the Plan. The approach of the North Somerset Waste Local Plan is to provide criteria-based policies for the consideration of planning applications relating to landfill, including landfill to mineral voids, and landraising.
- 6.13** In considering proposals for landfill and landraising, regard will be given to the environmental and landscape implications.

The impact of disposal of waste to land / strategy

- 6.14** The North Somerset landscape is very attractive and the location of waste management facilities such as landfill and landraise will have an impact upon it.
- 6.15** Disposal to land in particular, by its very nature, will not generally be in built up areas (unless it involves the restoration of derelict land) but on the whole it will be in the rural parts of North Somerset.
- 6.16** The landscape of North Somerset comprises principally the limestone ridges and hills above the peat and alluvium of the levels. There are intimate valley landscapes, such as at Gordano, Ashton Vale, Wrington Vale and Lox Yeo. The Mendip Hills dominate many views and the Avon Gorge is spectacular. Most of the land is farmed making the landscape predominantly pastoral in character with dairying and stock rearing, with relatively little arable.
- 6.17** North Somerset contains some nationally important landscapes: the Mendip Hills, is a designated "Area of Outstanding Natural Beauty"; the Levels and Moors and the estuarine coast, both of which include a number of sites designated as being of special scientific interest (SSSI). Not all landscapes are grand and spectacular and many local areas have subtle and understated characters, but these are no less valuable as an important natural resource for North Somerset and its inhabitants.
- 6.18** Disposal of waste to land in North Somerset has included both land filling and land raising. These have included the restoration of derelict land and the restoration of mineral voids. Existing operational and approved sites are shown under Schedule 2 (see Chapter 5).

- 6.19** Land raising may be an appropriate method of disposal, particularly in areas where insufficient landfill opportunities exist. It should however be designed to blend in with the surrounding landscape and the impact of the disposal operations on the environment should be acceptable. The objectives of the EC Directive on the landfill of waste should also be taken into account.
- 6.20** There are two main areas where there is likely to be pressure for facilities for disposing of waste to land: mineral voids and the North Somerset Levels and Moors.

Landfill of Mineral Voids

- 6.21** The first area would be the quarry areas of North Somerset and the restoration of mineral voids by infilling with waste and bringing the sites back into some other more constructive use. PPG 10 Planning and Waste Management identifies the potential for the use, including restoration, of mineral voids and further reference is contained in a number of the Mineral Planning Guidance notes (such as MPG7 The Reclamation of Mineral Workings). Policy MLP 35 of the Mineral Working in Avon Local Plan states:

“MLP 35 The County Council will seek to ensure the satisfactory after use of all mineral workings in Avon. Normally this will be agriculture, forestry or amenity / recreation but the County Council will support other beneficial uses which accord with the development of the development plan. Specific proposals are made in section 4 and shown on the proposals map and inset maps.”

The use of mineral voids for waste disposal would be consistent with this approach, particularly if a site were restored to a beneficial after-use. Consideration of the most appropriate after-use would need to be based on the merits of each mineral void and its environmental setting.

- 6.22** It is proposed to undertake a review of all mineral voids, including currently active quarries, in North Somerset in order to assess their individual and collective potential for accommodating waste. Such a review will need to take account of the environmental and ecological implications of the use of mineral voids for landfill, as well as the longer-term potential of the sites for further mineral extraction.
- 6.23** Many of the mineral voids in North Somerset fall within the area of the statutory Green Belt. Any restoration of such voids in this area should have regard to the Green Belt policy and to the advice of PPG 2 Green Belts published in January 1995. One of the objectives of the Green Belt is the improvement of damaged and derelict land around towns. Where any large-scale redevelopment of land occurs it should contribute to the objectives of the Green Belt policy. Mineral voids come into the category of damaged and derelict land, and in many cases the restoration of the site in the Green Belt to its original condition would be consistent with this approach.
- 6.24** The mineral voids of North Somerset are generally Carboniferous Limestone quarries in Groundwater Source Protection Areas and the disposal of waste to and in these areas can lead to potential problems of contamination and pollution. The Environment Agency policy on disposal to land in Groundwater Source Protection Areas for public supply is that there should be a presumption against disposal to land proposals in sites that fall within the inner two zones of protection, particularly where the proposal includes biodegradable wastes.

- 6.25** The Environment Agency will also object to proposals that extend to or go below the water table level in a source protection area or aquifer, although it is not only source protection areas that require protection from the adverse effects of waste disposal. In view of the groundwater protection issue, it is unlikely that, without substantial engineering, any of the voids would be appropriate for anything other than inert waste materials. Even with inert materials, any proposal coming forward should be accompanied by a detailed hydrogeological survey and a quantitative risk assessment undertaken to aid determination of mitigation measures that would be required to ensure that the development was satisfactory.
- 6.26** In a number of cases it will not be desirable, from a landscape and ecological point of view, to have a mineral void filled to its original levels. Some of the smaller quarries in the area have regenerated spontaneously without interference from man, and in some cases there are now nature conservation interests in the voids themselves.
- 6.27** There is also historical interest where a void has become an integral part of the landscape and a record of the industrial past of the area. Many of the voids include sites of geological interests and it is important that this resource is not be lost by inappropriate filling.
- 6.28** The following Schedule 3 lists the mineral voids in North Somerset:

Schedule 3. Mineral Voids in North Somerset

1. Black Rock Quarry
2. Bleadon Quarry, Bleadon
3. Cheston Coombe, Backwell
4. Coles Quarry, Backwell
5. Conygar Quarry, Clevedon
6. Conygar Quarry, Winford
7. Durnford Quarry, Long Ashton
8. Failand Quarry, Failand
9. Hartcliffe Rocks, Felton
10. Hyatts Wood Quarry, Backwell
11. Lulsgate Quarry, Felton
12. Three Mile Quarry
13. Plantation Quarry, Failand
14. Racecourse Quarry, Portbury
15. Sandford Quarry, Sandford
16. Stancombe Quarry, Flax Bourton
17. Winford Red, Winford
18. Worle Quarry, Weston-super-Mare
19. Freemans Quarry

- 6.29** Although every effort will be made to move up the hierarchy for waste management options, landfilling is a waste disposal activity that is a significant and unavoidable element of the waste stream. Landfilling of existing and new mineral voids and the depositing of waste on damaged and derelict land will be permitted where the infilling or disposal results in the satisfactory restoration of the site and where environmental constraints (including those for the water environment) permit. In addition to the positive aspect of restoring former minerals workings or damaged or derelict land, there will be less need to use “greenfield” sites for waste disposal purposes.
- 6.30** The general principle will be that planning permission should be granted for infilling mineral voids or for restoring damaged or derelict land if the benefits arising from restoration outweigh the harmful effects of the development. In cases involving satisfactory restoration of voids, the need for disposal of waste will not be a consideration material to the determination of the planning permission.

Policy WLP12

Planning permission will be granted within mineral voids, or on damaged or derelict land, for new landfill sites or extensions to existing ones where:

- (a) the development would secure the reclamation of the site to a beneficial use such as woodland, amenity, nature conservation or agriculture, and would represent an environmental improvement of the site; and
- (b) the scheme incorporates a high quality of design that would enable the site to blend in with the surrounding landscape; and
- (c) the development would not cause significant harm to the character of the local area; and
- (d) there would be no significant harm caused to groundwater or surface water resources; and
- (e) the proposed development would not be sited within a tidal or fluvial flooding area unless it has been demonstrated that there are no reasonable options available in lower risk areas and any harmful effects caused by the behaviour of floodwater and any increase in flood risk on or off site could be satisfactorily mitigated; or the proposed development would be otherwise likely to cause significant harm to flooding or drainage interests; and
- (f) where appropriate, provision is made to control birds near Bristol International Airport; and
- (g) provision is made where appropriate for power generation from landfill gas, having regard to all relevant considerations, including the effect on the landscape character and the natural environment, of associated equipment and transmission lines; and
- (h) appropriate provision is made for restoration and aftercare.

Protecting the best agricultural land

- 6.31** Waste management facilities, and in particular, proposals for the disposal of waste to land in the form of landraising, have the potential to affect agricultural land. Government policy on protecting the best agricultural land, as set out in paragraph 2.17 of PPG7 The Countryside, Environmental Quality and Economic and Social Development is that the most versatile agricultural land (grades 1, 2, and 3a of the Agricultural Land Classification) should be protected from development unless opportunities have been assessed for accommodating development on previously developed sites and on land within the boundaries of existing urban areas.
- 6.32** In accordance with Government policy, the approach of the North Somerset Waste Local Plan is that in considering proposals for waste management facilities where agricultural land of various grades are available for such a use, preference will be given to the use of the lower quality agricultural land, except where there are sustainability considerations that outweigh the use of the higher quality agricultural land. Examples of “other sustainability considerations” include its importance for biodiversity, the quality and character of the landscape, its amenity value or heritage interest, accessibility to infrastructure, workforce and markets, and the protection of natural resources including soil quality.

Policy WLP13

If agricultural land needs to be developed for waste management purposes and there is choice between sites in different grades (Agricultural Land Classification grades 1-5), land of the lowest grade available should be used, unless other sustainability considerations outweigh the agricultural land quality considerations.

Landraise

- 6.33 Landraise.** The second area of pressure from proposals for the deposit of waste is the Levels and Moors of North Somerset. These are the reclaimed wetlands and include the floor of the Gordano Valley and the moors between Nailsea and Clevedon extending to the coast between Clevedon and Middle Hope and Sand Bay and, with the exception of Bleadon, limited by the Mendip Hills to the South.
- 6.34** Clays and mudstones underlie the area, which enables it to accommodate a wider range of wastes than the Limestone quarries, as they can be more readily engineered. However they are also areas of considerable sensitivity from a landscape and ecological point of view.
- 6.35** The open and extensive landscape is dominated by flat expanses of green pastureland and by the network of rhynes and ditches. They are areas relatively free from urban influences with a distinctly rural character. Their unique quality is their remoteness, openness and physical element of water, large open skies and long horizons.
- 6.36** Deposit of waste in these areas, while incorporating a level of extraction, will inevitably result in land raising and a change to the landform. This would be visually intrusive in a flat landscape with little tree cover (a point referred to at paragraph A39 of PPG10). The levels also tend to be rich in flora and fauna particularly in respect of the rhine systems and there are a number of SSSIs in the levels.

- 6.37** Where landraising does take place, it should be designed to blend in with the character of the surrounding landscape so as to ensure that the impact of the disposal operations on the environment is acceptable. It will be difficult for many proposals on the Levels and Moors to achieve this, and applicants may need to demonstrate an overriding need for the development in the area. Consideration will be given to the source of the waste, and particular emphasis will be placed on the Proximity Principle in terms of the distance it is proposed to transport the material. The choice of site should have regard to the quality and character of the overall landscape and should avoid areas of ecological sensitivity. High quality design with reference to the landscape setting will be required.
- 6.38** In the event that a landraise proposal would cause significant harm to an interest of acknowledged importance, the extent that any need for the development might outweigh that harm will be a material consideration in the assessment of the planning application.

Policy WLP14

Planning permission for the deposit of waste to land that would involve landraising will be granted where:

- (a) the proposal would not cause significant harm to the character of the local area; and
- (b) there would be no significant harm caused to groundwater or surface water resources; and
- (c) the proposed development would not be sited within a tidal or fluvial flooding area unless it has been demonstrated that there are no reasonable options available in lower risk areas and any harmful effects caused by the behaviour of floodwater and any increase in flood risk on or off site could be satisfactorily mitigated; or the proposed development would be otherwise likely to cause significant harm to flooding or drainage interests; and
- (d) where appropriate, provision is made to control birds near Bristol International Airport; and
- (e) the proposed access to the site is safe and capable of accommodating the projected levels of traffic; and
- (f) provision is made where appropriate for power generation from landfill gas, having regard to all relevant considerations, including the effect on the landscape character and the natural environment of associated equipment and transmission lines; and
- (g) appropriate provision is made for restoration and aftercare.

Agricultural improvement

- 6.40** Agricultural improvement has been increasingly used in North Somerset to justify what is often primarily a waste disposal operation involving the disposal of waste to land. A certain amount of waste can be brought onto agricultural holdings under certain circumstances provided it is reasonably necessary for the purposes of agriculture. These circumstances are defined in the Town & Country Planning (General Permitted Development) Order 1995.
- 6.41** The Local Planning Authority requires to be satisfied that any deposit of waste is necessary for the business of agriculture on the particular holding. In some instances schemes have been brought forward that seek to upgrade the quality of land through a landraising operation. It is recognised that such operations can marginally upgrade agricultural land, but they also can cause harm to the local environment through their impact on the landscape character and nature conservation interests.
- 6.42** At a time of agricultural surpluses it is considered that this type of operation is difficult to justify and that its primary purpose is the disposal of waste. With the introduction of the Landfill Tax in October 1996, there has been a marked increase in this type of activity which is liable to be exempt from the licensing requirements of the Environment Agency and hence the payment of the tax. The cumulative impact of a large number of such activities could begin to have a significant impact on the character of the countryside of North Somerset, as field levels are raised, variations in levels are smoothed out and gripes filled in.
- 6.43** The policies of the North Somerset Waste Local Plan seek to protect the best and most versatile agricultural land from development that will have an adverse impact upon its quality, which is an approach in line with Government policy as expressed in PPG 7 The Countryside - Environmental Quality and Economic and Social Development. (See Policy WLP13). There is no requirement in that guidance for a general improvement in the quality of agricultural land.
- 6.44** Proposals for the improvement of agricultural land by the use of imported waste will be acceptable where there is a genuine need for this to be achieved. Very often land is described as derelict when in reality it has suffered from neglect and from poor farming practices. There will need to be very specific justification for tipping as the only method for returning land to effective agricultural production.

Policy WLP15

Planning permission will be granted for the improvement of agricultural land by the deposit of inert waste material only where:

- (a) a significant improvement in the agricultural land classification grade will be achieved; and
- (b) the improvement sought is essential for the purposes of agriculture within the holding and cannot be achieved by other management measures on the land; and
- (c) the proposal involves the minimum volume of waste consistent with achieving the improvement sought; and
- (d) the proposal meets the criteria of policies WLP14 and WLP16, poses no significant or demonstrable risk to the environment and otherwise complies with the policies of this Local Plan.



General development control policies

General development control policies

Background

- 7.1** This chapter provides the detailed development control guidance to be used by North Somerset Council when assessing planning applications for waste management, waste disposal facilities and related developments. This relates to the role of North Somerset Council as a Waste Planning Authority, as distinct from its role as Waste Collection Authority and a Waste Disposal Authority.
- 7.2** The chapter also establishes the range of information that is expected to be provided in support of any planning application. The policies give guidance in respect of a number of issues. These include:
- ◆ the design and operation of waste disposal facilities, including landfill sites, in such a way as to minimise their impact on the local environment including landscape quality and character, local amenity, nature conservation, archaeological importance and the effect on the local road and other transport networks;
 - ◆ the need to limit the duration of any landfill site;
 - ◆ provision of adequate landscaping both during and following the operational phase of the development;
 - ◆ ensuring that the final landform and planned afteruse are compatible with the existing landscape and provide positive environmental benefits or improvements;
 - ◆ the need to deal adequately with the impact of the discharge of effluent, leachates, landfill gas, or toxic releases on the local environment; and
 - ◆ the need to identify positive environmental benefits or improvements, in terms of for example, woodland, nature conservation or amenity use.
- 7.3** North Somerset Council expects that these matters will be addressed in the documentation accompanying the planning application and will impose conditions on any planning permission to secure their provision and implementation where appropriate.
- 7.4** The policies in this chapter assume that the location of the development proposal is acceptable in principle in accordance with the policies set out in chapters 4 to 6 of this Waste Local Plan. Consultation, consistent with Government guidance and statutory requirements, will take place on planning applications relating to waste disposal facilities in order to ensure that all relevant issues are fully addressed.

General land use policies

7.5 The Key Objective for the European Directives seeks to ensure:

“ that waste is recovered or disposed of without endangering human health and without using processes or methods which could harm the environment and in particular without:

- (a) risk to water, air, soil, plants or animals; or
- (b) causing nuisance through noise or odours; or
- (c) adversely affecting the countryside or places of special interest.”

Any proposals being brought forward should address this objective from the outset.

7.6 Planning applications for waste management facilities, landfill and landraise, will be expected to

- ◆ be comprehensive;
- ◆ supported by sufficient and relevant information and assessments; and
- ◆ demonstrate that the potential impacts have been assessed and to propose measures to mitigate those effects

7.7 North Somerset Council will seek high standards of design in all applications for waste management facilities and high standards of working and operation. Where practicable, the movement of waste and recycled materials by rail or water will be encouraged.

7.8 In order that the environmental impact is minimised, planning applications must be carefully prepared and supported by sufficient and relevant information and assessments (depending on the nature of the facility being proposed) in order to demonstrate that the potential impacts have been assessed and the appropriate measures necessary to mitigate those effects have been identified. Where applications propose development for waste management and waste disposal facilities in the flood zone, an assessment of the risk of groundwater flooding or local flooding due to overland sheet flow or run-off exceeding the capacity of drainage systems during prolonged or intense rainfall may be required and developers will be required to show how their proposals have had regard to the sequential test described in Table 1 of PPG25 Development and Flood Risk and to demonstrate that there are no reasonable options available in lower risk areas

7.9 Where appropriate, North Somerset Council will impose conditions to ensure the proper implementation and control of these matters.

7.10 The following policies will apply to all planning applications for waste management and disposal facilities.

Policy WLP16

Applications for planning permission for waste management and waste disposal facilities otherwise in accordance with the policies of the Local Plan will be permitted where:

- (a) the proposal incorporates measures that ensure that any risk of environmental pollution, including harm to groundwater resources and surface water, is kept to an acceptable level; and
- (b) the facility can be satisfactorily accessed from the primary highway network, given the proposed traffic generation, access arrangements existing and proposed, and traffic routing; and
- (c) the proposal incorporates measures to keep to a minimum nuisance to neighbouring residents and residential uses; and
- (d) appropriate the proposal includes measures for restoration to a beneficial use; and
- (e) the proposed development would not be sited within a tidal or fluvial flooding area unless it has been demonstrated that there are no reasonable options available in lower risk areas and any harmful effects caused by the behaviour of floodwater and any increase in flood risk on or off site could be satisfactorily mitigated; or the proposed development would be otherwise likely to cause significant harm to flooding or drainage interests; and
- (f) statutorily designated sites of historic, architectural, natural and scientific interest will be afforded a high level of protection, in line with government policy. Priority will be given to maintaining the objectives of the designation with particular regard to: the character, architectural and historical importance of listed buildings or conservation areas and their setting; and the archaeological importance of scheduled ancient monuments and their setting.

Environmental Impact

7.11 The main source of noise generated by a waste management facility is the operation of plant and vehicles. Dust and litter can also be problems depending on the type of facility and the type of waste being handled. Although these can be controlled through the pollution control agencies there will be circumstances where despite these controls, the activity may have an unacceptable impact on the adjoining land uses (for example, residential) or within the local environment.

7.12 In these circumstances, there is a need for adequate planning controls to limit the impacts in the interests of local amenity. Where appropriate, conditions will be imposed, in consultation with the appropriate pollution control authorities, to limit the impact of the proposals.

Archaeology

7.13 The archaeological implications of all development proposals, either in respect of sites of archaeological interest or of high archaeological potential, must be examined and evaluated before planning applications are determined. All planning applications should demonstrate how any archaeological interest is to be recorded and / or protected.

Policy WLP17

Waste management development will not be permitted where it would involve significant alteration or irreversible damage to Scheduled Ancient Monuments and other nationally important remains, or which would have a significant impact on the setting of visible remains.

In the case of remains of lesser importance, waste management development will only be permitted if the significance of the remains is not sufficient to justify physical preservation in situ, when weighed against all other material considerations including the need for the development.

Landscaping and Landform

- 7.14** The acceptability or otherwise of a development can depend a great deal on the landscaping proposed for the facility. All planning applications must be accompanied by a landscaping scheme. This should include proposals for the retention of healthy existing planting where possible and for new screen planting as necessary to ensure the adequate screening of the development.
- 7.15** Where the proposal is for the disposal of waste to land, the proposal should clearly show the final proposed landform of the site and its relationship to the existing landscape and the predominant landform of the area. Generally, angular, clearly engineered profiles are unacceptable in visual terms.
- 7.16** The careful phasing and direction of operations can often ameliorate the effects of disposal to land on the local environment. Where appropriate, North Somerset will therefore require planning applications to include as part of the scheme of working a plan showing the phasing and direction of operations.
- 7.17** Applications for planning permission for waste management and waste disposal facilities will be expected to be accompanied by a comprehensive statement and details including the following:
- (a) a description of the type and volume of the waste to be managed or disposed of; and
 - (b) an assessment of the surrounding landscape and the potential impact of the proposal during the operation of the facility, and, where the proposal involves disposal to land, an appraisal of the existing and proposed landforms, having regard to surface and sub surface drainage, the after use and future management and maintenance of the site; and
 - (c) the submission of a landscaping scheme which adequately screens the proposal, includes advance screening and plants where appropriate, retains existing healthy plants, creates potential for nature conservation interests and in the case of proposals for disposal of waste to land provides for the landscaping of the completed site to blend in with the existing surrounding area. In some cases it may be appropriate to create new landscapes to include, for example, low woodland cover; and
 - (d) an assessment of the potential impact, environmental, visual and amenity, on occupiers and / or users of properties in the locality and on and off site measures to be taken to mitigate impacts; and
 - (e) a method and programme of working. This should include measures to control light, noise, smell, dust, pests and litter and, in the case of sites for disposal of waste to land, a plan showing the phasing and direction of operations; and

- (f) an evaluation of archaeological features and where necessary proposals for the recording and protection of them where development is either likely to affect a Scheduled Ancient Monument or other nationally important archaeological remains or their setting, or where there is good reason to believe that development proposals could affect locally important archaeological remains; and
- (g) a transport impact assessment; and
- (h) an appropriate investigation and assessment of the likely impacts of the proposal on groundwater and surface water.

7.18 The Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999, which came into force in March 1999 requires the submission of an environmental statement in certain circumstances. Guidance on the cases should be the subject of Environmental Impact Assessment is given in DETR Circular 2/99 Environmental Impact Assessment.

7.19 The policy of North Somerset Council in respect of major waste management proposals and those in sensitive locations which are likely to have significant environmental effects that are not subject to Environmental Assessment under the Environmental Assessment Regulations is that these should be accompanied by full details of the possible environmental impacts and any mitigating measures. The relevant issues include hydrology, noise, dust, and ecology.

Disposal to land: Unstable land

7.20 Ground instability occurs in a number of different circumstances, but may result from the formation and construction of unstable slopes in tips and embankments and through ground compression at, for example, landfill and landraise sites, or in the case of unstable peat beds.

7.21 In order to minimise the risks and effects of potential land instability on property, infrastructure and the public, all proposals that involve tipping of waste to land should include a statement of the ground stability, following appropriate site investigations and appraisal.

7.22 Where, as a result of a geotechnical appraisal, instability is found to exist, the applicant will be expected to satisfy the Waste Planning Authority that instability issues have been taken into account and addressed.

Policy WLP18

Proposals for waste disposal facilities which are otherwise in accordance with the policies of this Local Plan will be permitted only where it can be shown that the stability of proposed sites has been properly investigated and that, where necessary, appropriate precautionary or remedial measures have been incorporated into the design.

Bird Hazard

7.23 Waste disposal sites can, depending on the waste they are handling, attract large numbers of birds. This is particularly, but not exclusively, the case at landfill and landraise sites handling putrescible wastes. Such gatherings of birds can prove hazardous for aircraft and there is a need for close liaison with the Civil Aviation Authority to ensure such a hazard is kept to a minimum.

- 7.24** The landscaping during the operational phases of sites and the restoration planting can, depending on the species used, attract birds. This is of increasing concern to the Civil Aviation Authority with regard to sites in the vicinity of Bristol International Airport.
- 7.25** Proposals within the Bristol International Airport Safeguarding Area identified on the Proposals Map, for information purposes, should incorporate measures to control or to limit the numbers of birds that will be attracted to waste management facilities.

Policy WLP19

Proposals for waste management facilities, otherwise in accordance with the policies of this local plan which fall within the Bristol International Airport Safeguarding Area, will be permitted where bird control measures can be implemented during the operational stage of the development.

Timescale and Phasing of Sites

- 7.26** The duration of any waste management operation, but in particular disposal to land, and the subsequent commitment to restoration of the site, is a major concern to those who live in the neighbourhood of the site. North Somerset Council will therefore expect disposal to land operations to be of a limited life span and will impose time limits on any planning permissions granted, unless there are exceptional circumstances.
- 7.27** The time taken to complete the tipping phase of an operation can prove difficult to estimate particularly where the site is operated by one company or the range of wastes is restricted. The size of the waste disposal site, methods used and tipping scheme will also need to be taken into account in the calculation of the time period. Sites that are used solely for the deposit of inert, excavation, construction and demolition wastes are particularly dependent on the general health of the local economy, and whether wastes are being created or whether they may be being used elsewhere. The likely life span of a landfill site should be calculated not just on the anticipated technical rate of fill, but also on the assessment of the likely wastes arising.
- 7.28** The likely duration of an operation is an important consideration in assessing its impact on the general amenity of a locality. North Somerset Council will expect careful consideration of the time scales of operations and will condition any planning consents accordingly. Where the deposit of waste is not completed within the consented time the necessary application for an extension of time will be considered solely on its merits in relation to the policies of the North Somerset Waste Local Plan. That will include a reassessment of the need at the time of the new application.
- 7.29** In cases where it proves necessary, North Somerset Council will use the various powers available to it under the Town & Country Planning Act 1990, as amended, to ensure the completion of sites as quickly as possible. This could include an early restoration of the site at levels lower than those originally anticipated.
- 7.30** Planning permissions for waste management facilities will be subject to a time-limited condition. This will ensure that where tipping, for example, has not been completed to the original planned level within the original timescale, the site is satisfactorily restored in accordance with a scheme to be approved by North Somerset Council. In circumstances where there has been a delay in progressing a landfilling or landraising scheme, North Somerset Council will have regard to the reasons for delay.

Policy WLP20

In considering proposals for the disposal of waste to land, regard will be given to the anticipated time scale involved in the operations and subsequent restoration. The duration of any planning permission will be limited to that reasonably necessary to complete the development.

Glossary

Glossary

Glossary

Biodegradable Waste	Waste that decomposes or releases pollutants.
Best Practicable Environmental Option (BPEO)	“...the outcome of a systematic consultative and decision making procedure, which emphasises the protection and conservation of the environment across land, air and water. The procedure establishes for a given set of objectives, the option that provides the most benefits or least damage to the environment as a whole, at acceptable cost, in the long term as well as a whole, at acceptable cost, in the long term as well as the short term. “Royal Commission on Environmental Pollution 12 Report HMSO 1988.”
Bio-piling	Bio-piling is essentially another name for composting materials other than green waste; that it can involve anaerobic as well as aerobic processes and that it can be applied to a number of different types of waste, including contaminated soils and raw, unsorted municipal waste. Such an activity would take place in a “bio-piling centre”.
Civic Amenity Waste	Household waste brought to Civic Amenity Sites by the public.
Commercial Waste	Consists mainly of waste from premises used wholly, or mainly, for the purposes of a trade or business or for a sport, recreation or entertainment, but excluding household and industrial wastes.
Controlled Waste	The figure of 2,820,791 tonnes of “controlled waste” arising in the former Avon area during 1993-4 included waste arising from municipal household, including Civic Amenity waste; commercial; industrial; inert demolition; medical and veterinary; sewage sludge and incinerator residues. Waste arising from mines and quarries and agricultural are not included as “controlled waste”.
Green Waste	Compostable organic matter, including garden and park hedge clippings.
Household Waste	Controlled waste from domestic, residential property and includes civic amenity waste.
Industrial Waste	Include waste from factories, laboratories.
Inert Waste	Waste that will not decompose or release pollutants. Includes construction waste (excluding biodegradable waste such as wood, sawdust, wallpaper etc.), excavation spoil, glass and plastics.
Landfill	Filling in of mineral voids (or other derelict land) with waste.
Landfill Gas	A mixture of gases, principally methane and carbon dioxide, produced by the decomposition of waste in landfill sites.
Landraise	Involves tipping of waste on land which raises the level of land and a change to the land form.
Leachate	Liquid effluent arising from landfill sites.

Licensed Sites	Sites licensed by the Environment Agency.
MRF Material Recovery Facility	Material Recovery facility is a facility where mixed recyclable waste is separated manually or mechanically, bulked, baled and stored for reprocessing, either on the same site or at another facility.
Municipal Waste	Domestic, Civic Amenity and trade waste that the Authority has been requested to collect.
Proximity Principle	Ensuring an adequate network of facilities to enable transportation cost to be minimised.
Putrescible Waste	Principally material likely to decay and rot.
Recycled Waste	Includes paper, glass, ferrous and non-ferrous metal, batteries, waste oil, textiles and composted organic matter.
Regional Self-sufficiency	Requires each planning conference region to provide sufficient facilities for managing waste arising in the region.
Secondary Aggregates	Includes recycled, re-used construction and demolition wastes.
SSSI	Site of Special Scientific Interest.
Void Space	Space within mineral/quarry workings.
Waste	Material is waste if, when disposing of it, or having it disposed of on his behalf, the producer intends to discard or to throw it away. Even if the material is reusable, if it is discarded it is still waste. It is the producer's original intention that determines if material is waste.
Waste Arising	Waste originating from a particular area.
Waste Audit	Analysis of wastes arising from a development project together with the steps to minimise, re-use and dispose of.
Waste Hierarchy	An order of waste management methods based on their predicted sustainability. At present comprises waste reduction and minimisation as most sustainable with disposal of land as the least.
Waste Local Plan	"A plan containing waste policies" section 38(2), Town and Country Planning Act 1990, as amended.
Waste Management Facility	Generic term for any site where waste materials are stored, sorted, processed, pre-treated, recycled or finally disposed of.
Waste Planning Authority	The planning authority responsible for the implementation of the provisions of the Town and Country Planning Act 1990, as amended, in respect of waste planning.
Waste Policies	"Detailed policies in respect of development which involves the depositing of refuse or waste materials other than mineral waste." Section 38(1), Town and Country Planning Act 1990, as amended.





North Somerset Waste Local Plan Adopted version January 2002 PROPOSALS MAP

KEY

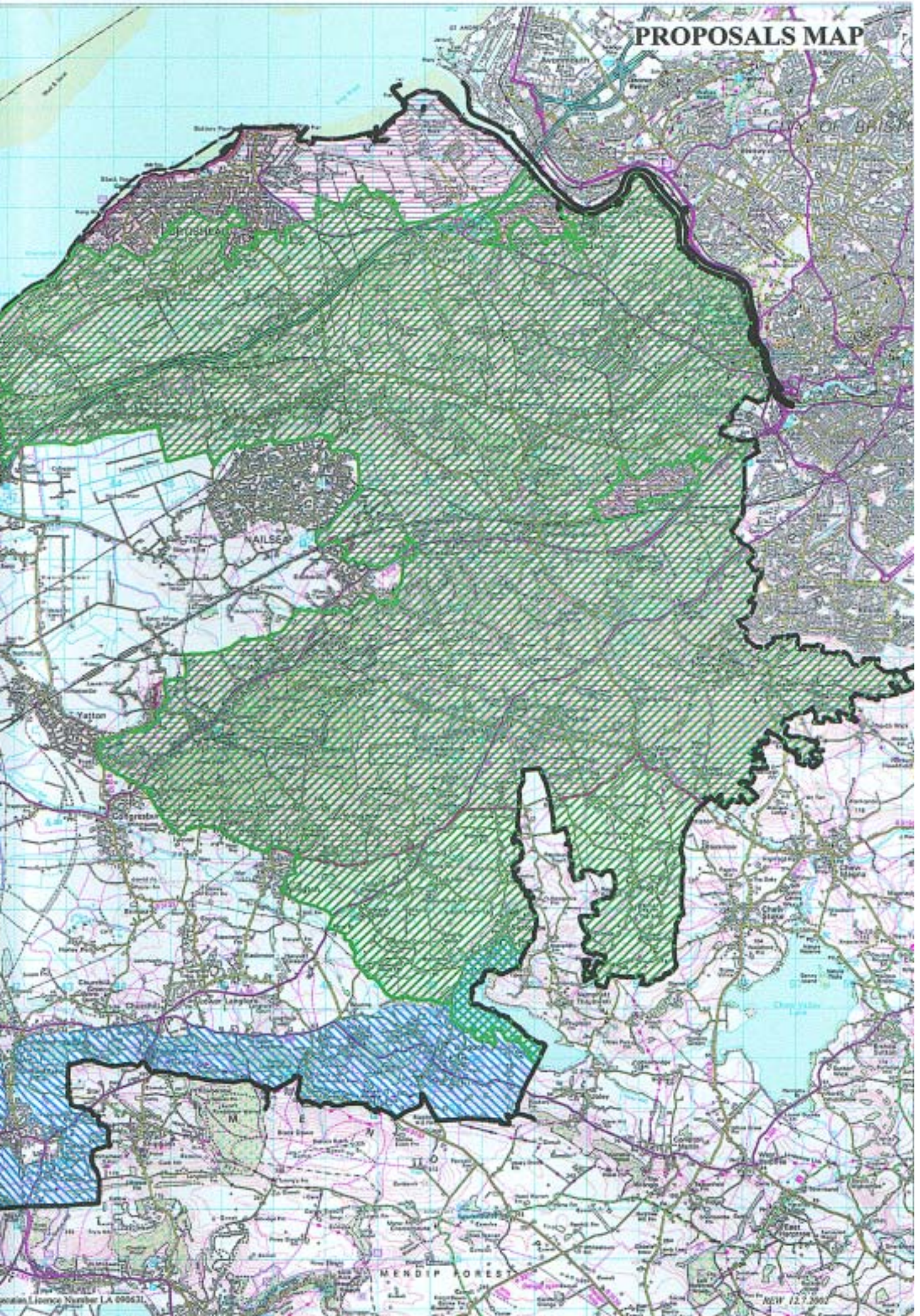
-  North Somerset Unitary boundary
-  Bristol International Airport Safeguarding boundary
-  Forest of Avon
-  South West Bristol Green Belt
-  Mendip Hills Area of Outstanding Natural Beauty
-  Inset map



Scale: Each blue square on the map represents one square kilometre



PROPOSALS MAP





services that benefit the community

Planning & Environment
Somerset House, Oxford Street
Weston-super-Mare, Somerset BS23 1TG
Tel: 01934 888 888
email: comments@n-somerset.gov.uk