Waste Core Strategy

Development Plan Document up to 2028

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SOMERSET County Council

Adopted February 2013

Foreword

The Waste Core Strategy Development Plan Document will guide the County Council's approach to planning for sustainable waste management in Somerset until the year 2028.

I'd like to thank the many people, businesses, organisations and communities who responded to relevant consultations, and met with officers from the Council to provide information and clarify issues.

The result is a challenging and ambitious document, which will help the county's diverse communities to minimise waste, maximise recycling and treat the remaining residual waste as a resource wherever possible.

The Core Strategy emphasises the importance of collaboration, between waste managers, local authority planning officers, the Somerset Waste Partnership, businesses and residents. It is written to encourage local people to embrace localism in their area and get involved in decision-making on waste planning.

Somerset has a wealth of environmental, historic and landscape features that make the county unique. This document seeks to protect those features, whilst helping the county to meet its economic aspirations and waste management priorities.

We are proud of our county's performance and action in the area of municipal waste management, and have England's first standalone waste partnership body, the Somerset Waste Partnership, to deliver household waste and recycling services on behalf of the six authorities of Somerset.

Taking all of these factors into account, I am happy to endorse the Somerset Waste Core Strategy. I believe it will help Somerset to achieve its wider aims including economic prosperity for the county, and help the residents, businesses and third sector organisations of Somerset, for whom this document is designed, to access the planning system and influence it to a greater degree.

Councillor David Hall
Cabinet Member - Economic Development, Infrastructure and Innovation
Somerset County Council

How did we get here?

Somerset County Council has undertaken two waste planning issues and options consultation (in 2007 and 2011). The relevant consultation documents, which are available from www.somerset.gov.uk/mineralsandwaste, sought views on a number of wide-ranging issues.

The comments from these consultations, along with evidence collected on important issues such as waste management need, waste transport and flooding, were collated and used to write this Development Plan Document. The Waste Core Strategy should be read as a whole. Proposals for waste management development will be judged against all relevant policies in the Development Plan.

It is vital that planning policy is supported by a robust evidence base and the County Council has strived to ensure this is accessible to all by preparing a series of Topic Papers as follows:

Waste Topic Paper 1: Waste management need to 2028
Waste Topic Paper 2: Broad locations for strategic waste management facilities
Waste Topic Paper 3: Transport policy and infrastructure
Waste Topic Paper 4: Site waste management report
Waste Topic Paper 5: Commercial and industrial waste survey: summary
Waste Topic Paper 6: Radioactive waste
Waste Topic Paper 7: Waste management and low carbon development
Waste Topic Paper 8: Strategic Flood Risk Assessment: non-technical summary

The Issues and Options consultation papers and evidence-base topic papers have been posted on the County Council website. Also on the website is the Statement of Community Involvement, which sets out how communities have been involved in the process.

Every year, an Annual Monitoring Report (AMR) is produced which measures the performance of existing policies and how well they are applied. Going forward, the AMR will continue to be produced and help the County Council to review the impact of the Core Strategy waste planning policies after the Core Strategy is adopted.

The Minerals and Waste Development Scheme (MWDS) sets out what minerals and waste planning policy documents will be produced, and when. It also gives details on the responsibilities of Somerset County Council's policy planning function.

The AMR and the MWDS are both available on the County Council website: www.somerset.gov.uk/mineralsandwaste

Following adoption of the Waste Core Strategy the County Council intends to produce a Waste Site Allocations Development Plan Document.

Contents

1. Characteristics of Somerset

1.1. Somerset lies at the heart of the South West, covering an area of 3,450 km² divided into five Districts: South Somerset, West Somerset, Mendip, Sedgemoor and the Borough of Taunton Deane.

1.2. Somerset is predominantly a rural county with a dispersed settlement pattern that includes larger towns as well as a mix of market and coastal towns, and extremely rural areas.

1.3. The following towns are stated in the Somerset and Exmoor National Park Joint Structure Plan[1] to be settlements that provide a general service, employment function and primary location for future growth: Bridgwater, Burnham-on-Sea and Highbridge, Chard, Crewkerne, Frome, Glastonbury, Ilminster, Minehead, Shepton Mallet, Street, Taunton, Wellington, Wells, Wincanton and Yeovil. The map on page 132 shows the location of these towns in Somerset.

1.4. Taunton (population: 59,779), Bridgwater (population: 36,079) and Yeovil (population: 42,557) are identified[2] as the county's main towns and engines for growth in the local economy.

Social characteristics

Population

1.5. Somerset has an estimated population of 530,200[3] (2010 figure). The largest district is South Somerset (160,833) and the smallest is West Somerset (35,712). Somerset's rural nature is reflected in its low average population density of 1.52 people per hectare. West Somerset is the most sparsely populated of the districts, with a population density of less than 0.5 people per hectare. It is projected that by the year 2030, Somerset's population will increase by 16% to 608,500[4].

1.6. The age structure of Somerset's population does not follow the same pattern as the national age structure. A large proportion of Somerset has an ageing population with 20.9% of the population aged 65 or over (2009)[2]. All of Somerset's districts have a higher percentage of residents aged 65 or over than the national figure, but the concentration is greatest in West Somerset (29.1%)[2].

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[1]Somerset & Exmoor National Park: Joint Structure Plan Review 1991-2011. Adopted 2000.

[2]Somerset County Council. Somerset Economic Assessment. March 2011.

[3]2010 Estimated Populations based on ONS and Somerset PCT data.

[4]ONS Subnational Population Projections for England (SNPP) 2008
http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=997.

1. Characteristics of Somerset

Economic characteristics

Industry/Employment

1.7. Somerset's economy is supported by its people, culture and environment. Its popularity as a tourism destination is demonstrated by its world-renowned cultural events and local attractions such as Glastonbury Festival, which is the largest green-field music and performing arts festival in the world (estimated to generate about £35 million for Mendip's local economy and attended by 177,500 people[5]), and the Royal Bath and West Show.

1.8. There are more than 11.7 million visitor trips each year to Somerset, with visitors spending over £800 million annually.

1.9. Somerset is also home to major businesses (such as AgustaWestland, Clarks International and Yeo Valley) as well as a wide range of small and medium sized enterprises that play a significant role in the local economy. These businesses support the diverse number of sectors in the Somerset economy including advanced engineering/aerospace, food and drink, tourism and the public sector. The largest employment sectors in the county are wholesale/retail trade and mechanics (18.5%), manufacturing (16.6%), and public administration and defence (9.8%).

1.10. The minerals industry is of considerable economic importance in Somerset. Approximately 1,400 people were employed by quarrying in the Mendips in 2009, while approximately £160 million was spent in 2009 in association with the winning, working and processing of crushed rock into aggregates and the production of associated products within the Mendip Hills[6,7].

Environmental characteristics

Landscape Character

1.11. The Somerset landscape contains a great variety of habitats which not only make the county an attractive place to live and visit, but also make it one of the most biologically diverse and valuable areas for conservation in the UK[8].

1.12. Somerset includes a wealth of environmental areas designated for nature and landscape conservation. The majority of Exmoor National Park is in Somerset. Large parts of the Quantock Hills, the Mendip Hills and the Blackdown Hills are designated

[5]Somerset Intelligence Network. Our County 2010 facts & figures.

[6]This includes production of associated products both on and off quarry sites within the Mendip Hills and other facilities which are located outside the Mendip Hills but which are dependant on commercial quarrying that occur within the Mendip Hills.

[7]Brian Perry, MQP. Employment and Financial Benefits of Quarrying in the Mendips. 25/01/2011.

[8]Somerset Biodiversity Partnership. Wild Somerset: The Somerset Biodiversity Strategy 2008-2018. May 2008.

as Areas of Outstanding Natural Beauty (AONB). A section of Cranborne Chase and West Wiltshire Downs AONB and small sections of the Dorset AONB also lie within the county (the map on page 133 includes AONBs in Somerset).

1.13. Somerset contains many European, nationally and locally designated sites of nature conservation interest, including: 2 Ramsar Convention/Special Protection Areas, 8 Special Areas of Conservation, 127 Sites of Special Scientific Interest, 12 National Nature Reserves, 33 Local Nature Reserves, 2093 Local Wildlife Sites and 218 Local Geological Sites[8,9].

Historic environment

1.14. Somerset has 604 Scheduled Ancient Monuments, more than 11,600 Listed Buildings and almost 200 designated conservation areas, with about a further 12,000 sites or features recorded on the County Sites and Monuments Record as being of archaeological interest and/or importance.

Transport

1.15. There are 6,604 kilometres (4104 miles)[5] of roads in the county. Somerset's largest urban centres – Taunton, Yeovil and Bridgwater – are well connected by road and have good accessibility. However, the dispersed geography of the county means that accessibility is a key issue in rural areas due to a relatively limited local road network – the Mendip Hills, central moors and uplands of western Somerset are particularly constrained.

1.16. The M5 motorway creates a major transport corridor running north to south through Somerset and the A303 provides eastward connectivity towards London. Somerset also has mainline rail connections from Taunton to London, Bristol, the Midlands and the North and to the south west peninsular. Services from Yeovil also connect to London, South Wales, the south coast and Exeter.

1.17. Somerset is served by port facilities around Bridgwater at two key wharfs: Dunball and Combwich, both of which are in commercial operation. Dunball has better road access being located off junction 23 of the M5 whereas Combwich wharf, located in the village of Combwich, is accessible along B and C classified roads.

Flood Risk

1.18. Much of Somerset is low-lying, with around 15% of Somerset at or a few metres above sea-level. Extensive coastal areas are at risk from marine inundation. There are also many areas alongside or near rivers and streams, including some in urban areas, which are at risk from flooding after extreme and/or prolonged periods of rain.

[9]SERC. Somerset Local Wildlife Sites & Geological Sites Manual: Policies and Procedures for the Identification and Designation of Wildlife Sites. Version 6 (Jan 2010).

2. Fundamentals of Waste Management in Somerset

Waste planning policy in Somerset

2.1. Somerset County Council is the Waste Planning Authority for Somerset, excluding Exmoor National Park.

2.2. Somerset County Council needs to consider where waste management development could be located in Somerset and make provision for managing all waste types (not just municipal waste). The County Council, as Waste Planning Authority, does not specify the type of treatment such as composting or energy recovery; but it does provide policies that guide decisions as to whether or not to grant planning permission for new or extended waste management facilities.

2.3. The Waste Local Plan for Somerset 2001 – 2011 was formally adopted by the County Council in February 2005. Since then, legislation has been introduced by the UK Government which means that the "old style" Local Plans for minerals and waste will be replaced by the Minerals and Waste Local Development Framework (otherwise known as the minerals and waste LDF or MWDF for short). In summary, policies from the Somerset Waste Local Plan 2001-2011 will be superseded by the policies in this Waste Core Strategy.

2.4. The County Council has a statutory duty to produce a minerals and waste LDF. This LDF is a set of new planning policy documents that outline where minerals extraction and waste management could occur in Somerset and help to ensure that these activities can be accommodated without compromising the county's unique environment. The Waste Core Strategy forms an important part of the minerals and waste LDF. National planning policy continues to evolve (see below) and the County Council will need to align its approach accordingly.

National planning policy is changing

The government is making significant changes to the planning system that will affect the responsibilities of all local planning authorities. The reforms are intended to make the planning system easier to understand and provide more support for sustainable economic growth and jobs. Localism underpins this ethos with less 'top down' and more 'bottom up' involvement from communities.

Change is happening quickly, with central government replacing a large number of planning documents with more concise guidance, in particular the National Planning Policy Framework (NPPF). National waste policy has also been reviewed and central government is expected to issue, amongst other documents, a new National Waste Management Plan for England.

This Core Strategy has been prepared with reference to existing national policy and guidance, in particular Planning Policy Statement 10 on sustainable waste management, and informed by a range of locally-prepared documents such as the Sustainable Community Strategy for Somerset and the County Plan.

2. Fundamentals of Waste Management in Somerset

Coverage of Exmoor National Park

2.5. Exmoor National Park covers parts of North Devon District and West Somerset District. Responsibility for waste management in Exmoor National Park rests with the National Park Authority (as Waste Planning Authority) and West Somerset and North Devon District Councils (as Waste Collection Authorities). In Somerset's part of Exmoor, municipal waste collection and disposal is organised through the Somerset Waste Partnership.

2.6. Given the overlap of administrative boundaries, the relevant waste planning authorities have agreed to work together closely in order to continue to achieve sustainable waste management. This includes Exmoor National Park Authority and the County Councils of Somerset and Devon.

2.7. Municipal waste collection in Exmoor National Park is currently undertaken by contractors on behalf of the Somerset Waste Partnership and North Devon District Council. Municipal waste collections from Exmoor are currently delivered to waste recycling and treatment facilities outside the National Park based on contracts between the collection/disposal authorities and the waste industry. This includes waste delivered to bring banks and waste recycling centres within Exmoor.

2.8. Through their Waste Core Strategies, Somerset and Devon County Councils will plan for management of municipal waste arisings from within the National Park. Data for municipal waste arisings for West Somerset and North Devon Districts have informed both County Councils' technical evidence base on capacity requirements.
For clarification, this means that municipal waste from within Exmoor National Park will continue to be treated or disposed of primarily outside the National Park.

2.9. Waste collection from commercial and industrial premises within Exmoor National Park is carried out by licensed waste carriers. Devon and Somerset County Councils have agreed to plan for the management of commercial and industrial waste generated within Exmoor National Park, referring to the same source of baseline data provided by Defra in 2010.

2.10. Construction and demolition waste arisings in Exmoor are not expected to be significant given the strict controls over development in the National Park.

2.11. In addition to the above arrangements, the National Park Authority has indicated that in order to guide waste management in its area it is seeking to pursue development of waste management policies in its LDF Core Strategy based on the waste hierarchy and the specific objectives for the National Park. These are likely to cover development management also.

2.12. The Waste Planning Authorities have agreed to liaise in monitoring overall waste arisings in the National Park area during their plan periods.

2. Fundamentals of Waste Management in Somerset

The approach to cross-boundary issues

2.13. The relationship between Somerset County Council and Exmoor National Park Authority has been outlined in the preceding section.

2.14. Somerset borders Devon, Dorset, Wiltshire, Bath & North East Somerset and North Somerset. NB: at the time of preparing the Waste Core Strategy, Bath & North East Somerset and North Somerset are two partners in the West of England Partnership.

2.15. In developing its Waste Core Strategy, Somerset County Council has discussed cross-boundary issues with its neighbouring waste planning authorities. Throughout the plan period, the County Council will continue to take an active role in cooperating with waste planning authorities in the South West, helping to promote the sustainable management of waste across the sub-region and region as a whole.

Waste service provision in Somerset

2.16. The Somerset Waste Partnership (SWP) manages municipal waste in Somerset on behalf of Mendip, South Somerset, Sedgemoor and West Somerset District Councils, Taunton Deane Borough Council and Somerset County Council.

2.17. In April 2010, SWP's Sort It Plus programme added plastic bottle and cardboard collections to its Sort It kerbside collection service operating in Taunton Deane, Mendip and South Somerset. The Sort It Plus programme has been rolled out across the whole of Somerset. This has been made possible by a funding agreement between the partner authorities.

2.18. SWP is responsible for developing a municipal waste management strategy that provides the longer-term direction for municipal waste management in Somerset. The current Municipal Waste Strategy was published in 2003. At the time of writing the Waste Core Strategy, SWP is preparing a revised Joint Municipal Waste Management Strategy (JMWMS) and the County Council and SWP are liaising closely to inform each other's work.

2.19. SWP's 'End Uses Register' provides information on what happens to municipal waste generated in Somerset. To access this document or obtain more information on SWP's services, refer to SWP's website: http:/www.somersetwaste.gov.uk or contact SWP by email: enquiries@somersetwaste.gov.uk

2.20. Businesses across Somerset are free to make whatever arrangements they choose for managing their waste, subject to compliance with their Duty of Care. In other words, the majority of waste generated lies outside direct local authority control.
In Somerset a range of waste service providers are active in business waste collection, treatment and disposal. The amount of business waste diverted up the waste hierarchy from landfill is increasing, responding to regulatory drivers such as the EU Landfill Directive and financial drivers such as the increasing cost of landfilling.

2. Fundamentals of Waste Management in Somerset

2.21. Wessex Water is the main operator for waste water (sewage) treatment in Somerset. More information on waste water is included in chapter 17 of this document.

The different types of waste

2.22. There are various types of waste that Somerset County Council needs to consider in its work on waste planning policy. These include municipal solid waste, commercial and industrial waste, construction and demolition waste and other types such as radioactive waste, hazardous waste, waste water (sewage) and agricultural waste.

2.23. Municipal waste includes mainly household waste, which is comprised of garden waste, kitchen waste, 'black-bag' mixed waste and a range of recyclables, from smaller items such as newspapers, glass bottles or aluminium cans to larger waste electrical and electronic equipment (otherwise known as WEEE). Business waste (in particular, commercial waste) includes many waste streams that are similar to household waste, such as paper, metals, food, glass and mixed waste.

2.24. It is national policy to seek to prevent or reduce waste in the first instance. Where that cannot be achieved, there are different options for managing unavoidable waste. The main options are: recycling and reuse; other recovery from waste (including the recovery of energy via residual waste treatment - see chapter 7 for more information); and disposal. These can be presented in a hierarchy where disposal is the least favourable option at the base of the hierarchy and waste prevention at the top.

2. Fundamentals of Waste Management in Somerset

The waste hierarchy

2.25. The waste hierarchy is an important tool to inform decision-making about waste management options. The hierarchy shown in the figure below is embedded throughout the Waste Core Strategy.

2.26. The level of treatment required depends on the type of waste treated (the inputs) and the type of outputs required (for example, energy or materials), both of which vary with local circumstances.

2.27. Due to the large variety of waste streams and the level of investment needed to build and operate a treatment facility, it is highly unlikely that every local area will contain all the facilities needed to process every waste type that it generates.

2.28. Some movement of waste to appropriate waste management facilities is therefore inevitable. However, the County Council will work to ensure waste developments are sustainably located, so as to develop a pattern of land use that minimises the adverse impacts of waste management.

3. Key issues for the Waste Core Strategy

Introduction

3.1. This section outlines key issues facing the delivery of the Waste Core Strategy for Somerset, setting the need for waste management infrastructure in a local context.

3.2. As stated in chapter 1, Somerset has a wealth of environmental and historic resources and designations, ranging from Areas of Outstanding Natural Beauty to Listed Buildings. Planning proposals should avoid unacceptable impacts on the natural and historic environment.

3.3. The County Council will seek to support appropriate, sustainable waste management development whilst at the same time providing appropriate levels of protection for the assets that make Somerset unique.

See the Scoping Report, Sustainability Appraisal and Habitat Regulations Assessment for further information, available from www.somerset.gov.uk/mineralsandwaste

The need for waste infrastructure

3.4. The need for waste infrastructure in Somerset is underpinned by research on the amount of waste that will be generated in Somerset between 2010 and 2028 (the Plan Period).

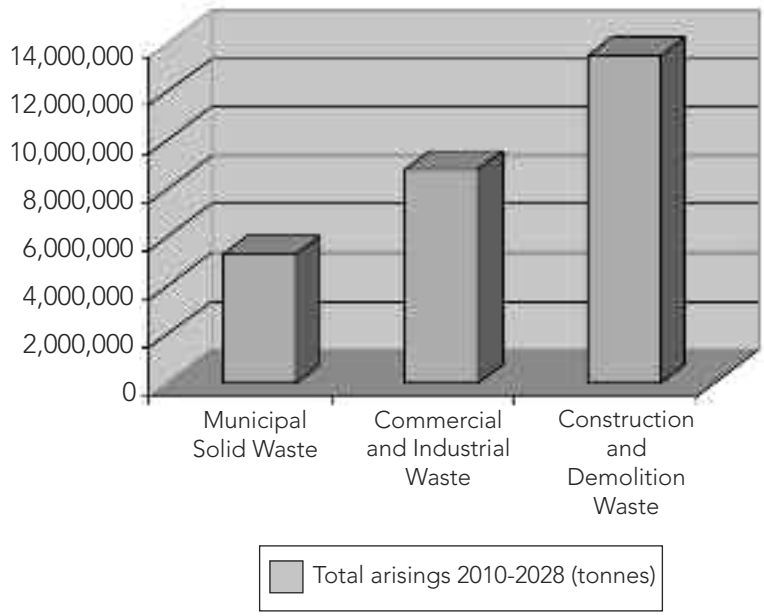
3.5. The total arisings for the three 'major' waste streams, namely municipal solid waste (MSW), commercial and industrial (C&I) waste and construction and demolition (C&D) waste, are shown in Figure 1 overleaf. In 2009/10 Somerset generated almost 260,000 tonnes of municipal solid waste (excluding hardcore). In 2009 Somerset generated almost 490,000 tonnes of commercial and industrial waste and approximately 650,000 tonnes of construction and demolition waste.

3.6. Managing waste appropriately involves searching for the right balance between recycling, "other recovery" and disposal in accordance with the waste hierarchy (as shown on page 9). The Core Strategy identifies what this means for Somerset, noting from consultation the widely-held desire to treat unavoidable waste as a resource, maximise recycling, and recover energy (where this is shown to be the most sustainable option).

3.7. Table 1 shows the relative capacity requirements for managing the county's major waste arisings in accordance with the waste hierarchy.

3. Key issues for the Waste Core Strategy

Figure 1: Total waste arisings per waste stream (2010 – 2028)



3.8. Projections on MSW recycling are informed by modelling work undertaken by the Somerset Waste Partnership (SWP). Robust data are available on MSW, informed by what is the most ambitious, deliverable goal for recycling in Somerset.

3.9. In the absence of targets set nationally for commercial and industrial waste recycling, the County Council has aligned its ambitions for commercial and industrial waste recycling with those for municipal waste. Dialogue with the waste industry indicated that this was a reasonable approach to take.

3.10. Reliable data on C&D waste are difficult to obtain. The County Council has established an approach informed by the data available and, again, a desire to divert waste up the hierarchy. The approach does not make a distinction between recycling and "other recovery" for C&D waste since there is less practical need to define and delineate between these categories for inert waste (which forms a significant part of C&D waste).

3.11. For the purposes of these projections, "recycling" is given a broad definition, encompassing recycling of dry recyclates, preparing for recycling (i.e. sorting and bulking-up for onward reprocessing), reuse (for example, of inert material) and composting. Anaerobic digestion can also be included under recycling, subject to the outputs of anaerobic digestion adhering to certain standards.

3. Key issues for the Waste Core Strategy

Table 1: The relative capacity requirements for waste management

Waste stream	Recycling			Other recovery			Landfill		
	2009 (actual)	2016	2028	2009 (actual)	2016	2028	2009 (actual)	2016	2028
Municipal Solid Waste	48%	62%	69%	1%	28%	23%	51%	10%	8%
Commercial and Industrial Waste	58%	62%	69%	13%	17%	23%	29%	21%	8%
Construction and Demolition Waste *	72%	74%	79%	-	-	-	14%	12%	7%

* Excludes transfer (a processing method; waste is moved on to further treatment or disposal) which is assumed to stay constant at around 14%

3.12. When considering what infrastructure would be needed to achieve the ambitions shown in Table 1, the following three headline conclusions can be drawn.

Conclusion 1

3.13 Existing (operational) recycling capacity is significantly higher than the projected recycling capacity requirements for MSW and commercial and industrial waste over the plan period. Somerset had over 1.1 million tonnes of capacity in 2010 to recycle and reuse MSW and C&I waste, including preparing material for recycling and reuse. This level of capacity is significantly higher than the proposed recycling requirements for these waste streams, as shown in Table 2. Nonetheless, it is appropriate for the Core Strategy to provide strong support for recycling, not least acknowledging that major elements of existing local recycling capacity are metal recycling facilities and waste recycling centres, the latter sorting mostly household waste for reprocessing elsewhere.

Table 2: Estimated MSW and C&I recycling requirements in spot years (tonnes)

Waste stream	Tonnages in "spot" years		
	2009 (actuals)	2016	2028
Municipal Waste	127,253	158,155	175,990
Commercial & Industrial Waste	281,540	291,573	302,463
Total	**408,793**	**449,728**	**478,453**

3. Key issues for the Waste Core Strategy

Conclusion 2

3.14 Somerset has a lack of operational treatment facilities for residual waste (i.e. "other recovery" of waste, having already maximised waste prevention and recycling). A significant amount of Somerset's residual waste is currently sent to landfill and that is unacceptable. While there is capacity for this to happen, there are more preferable options for the treatment of this waste.

Conclusion 3

3.15 Research indicates that approximately 14 per cent of construction and demolition (C&D) waste in Somerset was landfilled at non-hazardous and inert landfill sites in 2009. This equates to approximately 93,000 tonnes. The County Council's projections include halving the requirement for landfill disposal of C&D waste over the plan period. However, in reality the County Council is striving to be more ambitious. Due to the expected expiration of inert landfill planning permissions in Somerset, current research suggests there may be a shortfall in inert landfill void space provision of over 300,000 m^3 between 2016 and 2028. The Core Strategy must consider how to approach this issue, maintaining its focus on diverting waste up the waste hierachy.

See Waste Topic Paper 1 for further information on waste management need, available from www.somerset.gov.uk/mineralsandwaste

The location of waste sites

3.16. The Waste Core Strategy details the spatial strategy to guide waste development over the plan period. The spatial strategy, summarised in chapter 9, is designed to provide the waste industry with sufficient reassurance that suitable sites will be available and sufficient flexibility not to inappropriately restrict investment opportunities.

3.17. In developing its spatial strategy, the County Council recognises that Somerset is a rural county and not densely populated. Waste management development will need to take account of its surroundings and be scaled appropriately. This is particularly pertinent in the current economic climate, due to a combination of factors including the technology available in the market, the recent recession and the need for economies of scale.

3.18. Noting this, the County Council accepts that a proportion of the county's waste may be treated outside Somerset if this makes best use of the waste as a resource in economic and environmental terms. This can be demonstrated, for example, through life-cycle analysis and assessments on the impact of the proposed development on the economy of the county and region.

3. Key issues for the Waste Core Strategy

3.19. The County Council may receive applications for waste management development that would contribute toward meeting a significantly greater need than that identified in the Waste Core Strategy's evidence base. The County Council will consider such applications with reference to the policies in the Waste Core Strategy, other Local Development Documents and the wider planning policy framework (in short, the Development Plan) and will weigh up positive impacts of the proposal (for example, in terms of economic benefit) against the negative impacts (for example, on the strategic transport network or local quality of life).

See Waste Topic Paper 2 for further information on the location of waste sites, available from www.somerset.gov.uk/mineralsandwaste

Waste transport

3.20. Waste arises across Somerset, which is a large, rural county. The majority of this is transported by road for reprocessing or bulking up for onwards transportation. The dispersed location, nature and scale of waste arisings are such that transporting the waste by other means such as rail or water will be challenging and would require careful preplanning and specialised facilities for bulking up, storage and receiving of the waste.

3.21. Waste facilities should be sited close to the strategic transport network (in particular the main freight routes) to avoid unacceptable adverse impacts on the local transport network. Furthermore, opportunities should be explored to integrate waste management development within broader development plans (for example, major urban extensions).

3.22. In this way, the Waste Core Strategy can help to maximise local benefits from sustainable waste management and ensure that proposals do not generate unacceptable adverse impacts on local communities or the environment.

3.23. The County Council will take a positive approach to discuss the impacts of waste transport with the waste industry (in particular waste hauliers) and foster better relationships between the industry and local communities.

See Waste Topic Paper 3 for further information on waste transport, available from www.somerset.gov.uk/mineralsandwaste

3. Key issues for the Waste Core Strategy

Site waste management

3.24. Adequate attention during the early phases of waste development will form a crucial part of the activity needed to support sustainable management of construction and demolition waste. This is particularly important given that Somerset is likely to experience a high degree of development in the coming years, mostly centred on the three main population centres of Taunton, Bridgwater and Yeovil.

3.25. There is a real opportunity to embed good waste management practice into the construction phase of development and reap the benefits from sustainable management of construction and demolition waste.

3.26. To capitalise on this opportunity, Somerset County Council has undertaken a research project on the application and uptake of site waste management plans (SWMPs) and drawn policy-related conclusions from this research.

See Waste Topic Paper 4 for further information on site waste management, available from www.somerset.gov.uk/mineralsandwaste

Commercial and industrial (C&I) waste

3.27. At the outset of preparing its Minerals and Waste Development Framework, there was a lack of robust data available on business waste management in Somerset. Consequently, Somerset County Council undertook a C&I waste survey in late 2006 and early 2007.

3.28. More recently, the data on commercial and industrial has been strengthened by a survey undertaken by Defra. The data from Defra have informed the baseline information used in the projections in Waste Topic Paper 1 on "Waste Management Need to 2028".

See Waste Topic Paper 5 for further information on C&I waste, available from www.somerset.gov.uk/mineralsandwaste

3. Key issues for the Waste Core Strategy

Radioactive waste

3.29. The Waste Core Strategy will need to take account of development plans associated with Hinkley Point, recognising the scale of this project and the need to manage the waste generated.

3.30. The Hinkley site contains a power station in decommissioning phase (Hinkley A) and an operational power station (Hinkley B).

3.31. If the proposed new power station (Hinkley C) gains planning permission – which after the Localism Bill is enacted will be decided by the Major Infrastructure Planning Unit (a central body with responsibility for nationally important infrastructure projects) – this will bring a new phase of nuclear build power generation to Somerset.

3.32. Alongside the generation of various non-radioactive waste streams throughout the construction and operation of this development, there are differing types of radioactive waste which will need storage, treatment and disposal facilities (either in Somerset or elsewhere) and which may remain in place for many years.

See Waste Topic Paper 6 for further information on radioactive waste, available from www.somerset.gov.uk/mineralsandwaste

Waste management and low carbon development

3.33. Two out of the three major centres for development in Somerset have received funding from central government to establish an approach to urban growth that is in accordance with "ecotown" principles. Waste has a role to play, which the Core Strategy must address and support.

3.34. According to the draft UK Carbon Plan, approximately 3% of the UK's greenhouse gas emissions come from waste and around 89% of emissions from waste come from landfill sites where biodegradable wastes decompose. Hence, diversion of waste up the waste hierarchy is of paramount importance. Measures to promote the role of waste management in lowering carbon emissions can be applied to all stages of a development's life cycle, ranging from the efficient use of resources in construction to sorting and separating recyclates when the development is in use.

See Waste Topic Paper 7 for further information on low carbon development, available from www.somerset.gov.uk/mineralsandwaste

Flood risk

3.35. Much of Somerset is low lying and susceptible to flooding, both marine (coastal) and fluvial (river). The Waste Core Strategy must seek to position facilities where the risk of flooding events is acceptable, whilst also considering many other factors such as the proximity to waste arisings and the strategic transport network.

See Waste Topic Paper 8 for further information on flooding, available from www.somerset.gov.uk/mineralsandwaste

4. Vision and Objectives

4.1. In preparing its waste planning policies and supporting evidence base, Somerset County Council has identified a number of issues facing the county which will need to be addressed.

4.2. The principles of sustainable development should form a central part of local decision-making. Central government highlights the combination of an economic role, environmental role and social role for planning policy in delivering sustainable development, adhering to the basic premise that we should meet the needs of the present without compromising the ability of future generations to meet their own needs[10].

4.3. Identifying a vision and underlying objectives allows the County Council to translate broad sustainability principles into a defined approach that is deliverable and relevant to local communities in Somerset.

4.4. The vision and objectives draw together the outcomes of consultation and sustainability appraisal, concisely presenting a picture of how Somerset will manage its waste over the plan period and the intertwining themes that will govern the plan's success.

The vision for sustainable waste management in Somerset

A culture in which communities participate in waste prevention and in which unavoidable waste is managed as a valuable resource in innovative ways that:

- strengthen the economic well-being of Somerset;
- protect the county's unique environment and human health; and
- reduce carbon emissions from waste management.

By 2016 the facilities should be in place for a step-change in the management of biodegradable waste and for a major shift from landfilling to recovery of residual waste after recycling and reuse.

By 2028 the facilities should be in place for Somerset to minimise the amount of waste sent for disposal to landfill to the small fraction of waste that remains after treatment, the materials used for landfill cover and certain hazardous wastes.

[10] National Planning Policy Framework, page 2.

4. Vision and Objectives

Plan Objectives

4.5. Sustainable waste management in Somerset can be delivered by strengthening the links between effective spatial planning and appropriate waste management service provision.

4.6. Local communities play a central role in managing waste. The Waste Core Strategy and subsequent Site Allocations document will seek to maximise the local benefits from using this resource effectively.

4.7. The Plan Objectives that follow are informed by the Core Strategy's evidence base and feedback from consultation.

OBJECTIVE A

To encourage waste prevention as a priority from the outset and throughout the life of new developments.

OBJECTIVE B

To support the delivery of waste management development in appropriate locations in accordance with the Vision and Plan Objectives, ensuring that existing and new communities are well served by appropriate waste management infrastructure.

OBJECTIVE C

To identify and, where possible, minimise the adverse impacts of waste transport. Relevant measures will include (but not be limited to):

- supporting the use of more sustainable modes of transportation where practicable;
- increasing the efficiency of waste transport; and
- reducing the need to transport waste significant distances, whilst recognising the importance of finding an optimum balance between costs in environmental, social and economic terms.

OBJECTIVE D

To support the delivery of waste management infrastructure that is integrated with other forms of development. Opportunities should be taken, in particular, to enable local use to be made of any power and/or heat generated from energy recovery processes.

OBJECTIVE E
To empower local communities to become more involved in the management of waste as a resource. Relevant measures will include (but not be limited to):

- supporting the delivery of the Somerset Waste Partnership's municipal waste management strategy;
- working with the District and Borough planning authorities to support the provision of adequate facilities for storage and sorting of waste in new development; and
- maximising the environmental, economic and social benefits for local communities from waste management development.

OBJECTIVE F
To encourage the development and innovation of waste management technologies that encourage more waste to be diverted away from landfill and driven up the waste hierarchy, noting that economic viability and value for money will be important factors in the delivery of appropriate solutions.

OBJECTIVE G
To safeguard and expand existing waste management facilities, where appropriate, provided that they support the delivery of the Plan Objectives and the waste to resources agenda.

OBJECTIVE H
To protect and enhance Somerset's unique natural and historic environment when considering the planning for and development of waste management facilities, the decommissioning of facilities when their operational life ends and the subsequent restoration of land.

OBJECTIVE I
To ensure that the quality of life and health and safety of communities are taken into account when considering the planning and development of waste management facilities, the decommissioning of facilities when their operational life ends and the subsequent restoration of land.

OBJECTIVE J
To reduce carbon emissions from waste management and encourage development that helps to mitigate the causes of climate change and adapt to its effects.

4. Vision and Objectives

Delivering the vision and plan objectives

4.8. The Waste Core Strategy has been structured to enable Somerset County Council to deliver the vision and objectives via five strategic policies (WCS 1-5) and nine development management policies (DM 1-9). Table 3 introduces the relationship between the plan objectives and the Waste Core Strategy policies that follow.

Table 3: Linking the Plan objectives with waste policies

Obj.	Policy ref.	Commentary
A	WCS1	There is a direct link between objective A and WCS1 on waste prevention.
B	WCS5 DM1 DM8	All policies (excluding WCS1) help to deliver objective B; however, the spatial strategy and basic location principles are central to this aim. Furthermore, DM8 explicitly focuses on waste water treatment, which is viewed as an important part of Somerset's community infrastructure.
C	WCS5 DM1 DM6	DM6 focuses explicitly on waste transport. In addition, the spatial strategy and basic location principles have a central role in delivering this aim.
D	DM1 DM2	DM1 and DM2 are central to delivering the integration of waste facilities with other forms of development. WCS3 and WCS5 also contribute toward this aim.
E	WCS1 WCS2 DM3	WCS1 provides explicit support to the SWP in delivering its municipal waste management strategy. WCS2 helps to ensure that adequate space is allocated for waste sorting and temporary storage in new development. DM3 considers the impacts of waste management development on the environment and local communities (both beneficial and adverse impacts).
F	WCS1 WCS2 WCS3 WCS4	The waste management hierarchy is embedded in the policy structure of Waste Core Strategy.
G	DM5	There is a direct link between objective G and DM5 on safeguarding.
H	WCS5 DM3 DM4 DM7 DM9	The natural and historic environment is protected via the Core Strategy's spatial strategy and by a number of DM policies, in particular DM3, DM7 and DM9. DM4 helps to ensure that the restoration of land after waste management use is acceptable.
I	DM2 DM3 DM4	The health of local communities and their quality of life are protected in particular by policies DM2 and DM3, with DM4 helping to ensure that the restoration of land after waste management use is acceptable.
J	WCS 1-4 and DM2	All Waste Core Strategy policies help to deliver this objective; that said, policies WCS 1-4 and DM2 are central to achieving this aim.

4. Vision and Objectives

4.9. When considering proposals for waste management development in Somerset, the County Council will take a positive approach that reflects the presumption in favour of sustainable development introduced via the National Planning Policy Framework. This presumption is embedded in the Waste Core Strategy via policy SD1. It sets an ethos which underlies all policies in the Waste Core Strategy and the waste planning decisions taken by Somerset County Council.

POLICY

SD1: Presumption in favour of sustainable development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with polices in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

Strategic Policies

5. Waste prevention
6. Recycling and reuse
7. Other recovery from waste
8. Disposal
9. The spatial strategy for waste management in Somerset

5. Waste Prevention

5.1. Applicable to all waste streams, ranging from household waste to hazardous waste, waste prevention sits at the top the waste hierarchy (see page 9) as the most desirable option for the management of waste.

5.2. Central government emphasised the importance of waste prevention in the national waste policy review published in June 2011.

5.3. Somerset County Council emphasises the importance of waste prevention by placing waste prevention at the front of its Waste Core Strategy vision and strategic policies.

Targeting design and construction

5.4. At the outset of new development, a clear, documented process is needed to plan effectively for waste prevention and the sustainable management of waste generated during the design and construction phases of the development. This can be implemented in a graduated way, with the level of detail increasing with the scale of the development.

5.5. Planning Authorities do not routinely seek data on the estimated cost of the development; hence, the thresholds in the Site Waste Management Plan Regulations 2008 are not reproduced in the Waste Core Strategy. However, the use of other thresholds can help to embed site waste management in planning, informed by the evidence available (see Waste Topic Paper 4 on Site Waste Management) and outcomes from consultation.

5.6. For minor development (less than 10 dwellings or where the floorspace to be created by the development is less than 1000m^2) a site waste management statement should be sufficient to review the steps being taken by the applicant to prevent waste and maximise reuse and recycling.

5.7. The level of detail required is increased for the construction of 10 or more dwellings or where the floorspace to be created is 1000m^2 or more. In such cases, a full site waste management plan (SWMP) is advocated. Templates are available for preparing such plans, for example from WRAP (the Waste and Resources Action Programme).

5.8. For major, large-scale projects, the County Council advocates using a site waste management strategy (or its equivalent) to set the criteria to which detailed site waste management plans for the development should adhere. This enables more than one site waste management plan to be written for the project according to a standard model, thus supporting a phased approach to delivery of the development. It is likely that multiple site waste management plans will be needed over time for multi-site projects submitted within the same application. At the outset, an over-arching strategy can be used to set fundamental principles that will guide the preparation of future site waste management plans.

5. Waste Prevention

5.9. By inviting applicants of any scale of development to set relevant waste management principles at the outset of that development (i.e. during the planning stages), it is envisaged that this will result in less wastage during construction. As mentioned, Waste Topic Paper 4 on Site Waste Management explores this in more detail and can be read at www.somerset.gov.uk/mineralsandwaste

5.10. Whatever the scale of the development and the corresponding Site Waste Management Plan, it is vital to maintain the quality of the SWMP, including clear goals for waste prevention and the sustainable management of unavoidable waste. It will not be sufficient to take an approach that "ticks the box" only.

5.11. The Site Waste Management Plans Regulations 2008 were prepared for SWMPs to be self-regulating. However, SWMPs can be invaluable reference documents when enforcement officers from local planning authorities or the Environment Agency investigate issues arising from poor waste management.

5.12. The validation lists developed and kept up-to-date by local planning authorities can help to embed the need for site waste management plans linked with different scales of development in the planning process, to the benefit of all concerned.

5. Waste Prevention

Supporting the occupants of new development

5.13. Somerset County Council has limited influence on the day-to-day waste generation habits of individuals at the workplace or at home. However, it can still support waste prevention, for example via collaboration with the Somerset Waste Partnership (SWP) to reduce the amount of waste generated by users of the development (post-construction).

5.14. As mentioned in chapter 2, SWP delivers the management strategy for municipal waste in Somerset, representing the interests of both the County Council as Waste Disposal Authority and the District and Borough Councils as Waste Collection Authorities. Waste prevention is included in the Joint Municipal Waste Management Strategy (JMWMS), which also covers reuse, recycling and energy recovery. At the time of writing the Waste Core Strategy, the Somerset Waste Partnership is updating its JMWMS. The County Council will work with SWP in delivery of its strategy.

5.15. Furthermore, SWP has developed a municipal waste minimisation strategy, which will be refreshed to reflect changing circumstances and priorities. The County Council will support SWP in its endeavours to reduce municipal waste generation in Somerset; for example its support for the national Love Food Hate Waste campaign.

5.16. Educational campaigns run by central government, local government and the third sector can prove invaluable in strengthening the knowledge-base of different stakeholders. Objective E of the Waste Core Strategy highlights the importance of empowering local communities and points toward the power of communities that are full engaged in sustainable waste management.

Packaging waste

Consultation highlighted packaging waste as a potential focal point for waste prevention activities. Local government has limited remit to influence decisions taken by private businesses. Nonetheless, Somerset Trading Standards Service within the County Council has a duty to enforce the Packaging (Essential Requirements) Regulations 2003, which amongst other matters seeks to minimise the amount of packaging used for all goods. Consequently, packaging use is monitored through a combination of project work and information received from consumers. Advice is offered to Somerset businesses who wish to seek more information on the Regulations.

Furthermore, SWP has a partnering arrangement with Marks and Spencer to facilitate recycling and reduce commercial waste generation. More about this can be read on page 33 of this document.

5. Waste Prevention

POLICY

WCS1: waste prevention

Somerset County Council, as Waste Planning Authority, will work with local residents, businesses and other partners to maximise the scope for waste prevention.

a) For proposed development, this will mean working with Local Planning Authorities to promote and require the following supporting information to be submitted with planning applications:

- A site waste management statement for the construction of minor development (less than 10 dwellings or where the floorspace to be created by the development is less than 1000m^2); or
- A site waste management plan for the construction of 10 or more dwellings or where the floor space to be created by the development is 1000m^2 or more; or
- A site waste management strategy for the construction of large-scale major projects (200 or more dwellings or where the development covers more than 10,000 m^2) or for multi-site projects within the same application.

b) On completion of development, this will mean supporting the Somerset Waste Partnership in its work on waste minimisation including, but not limited to, the delivery of its municipal waste management strategy and its work with the supply chain to reduce the negative impacts of packaging.

Delivering policy WCS1

Who

- Somerset County Council
- District and Borough Councils
- Somerset Waste Partnership and its strategic partners
- Local communities
- Construction and demolition industry
- Minerals industry
- Environment Agency

Important dates

- Central government plan to develop a comprehensive waste prevention programme by the end of 2013

Monitoring

- c3, c4, c5, c6 and monitoring indicator 8 (see Appendix A)

6. Recycling and reuse

6.1. Somerset has a well deserved reputation for excellence in recycling of municipal waste. This is facilitated by focusing on source separation (at the kerbside) and through a network of recycling centres across the county.

6.2. A major reason for the county's strong recycling position is the municipal waste services delivered by the Somerset Waste Partnership (SWP). Comprised of all six local authorities in the county, SWP is the first standalone waste partnership in the country. This established partnership-working presents a unique opportunity to deliver a standardised service across all households.

6.3. Sort It Plus is the "brand" used to describe SWP's weekly collection of food, recycling and garden/green waste and biweekly collection of residual waste.
This arrangement has been introduced across the whole county. Such continuity of service is an important reason underlying the success of SWP's strategy.

6.4. To further support effective implementation of this service, SWP has provided formal guidance on what needs to be considered at the planning stage for new development, interpreting Part H of the Building Regulations (Drainage and Waste Disposal). In this way, SWP provides guidance to developers on designing adequate space and facilities for recycling and waste containers and adequate access for collection vehicles. SWP recommends early discussion with a member of their staff (see www.somersetwaste.gov.uk for contact details) and detailed consideration of SWP's guidance for developers. Incorporating adequate space and facilities into designs for new development can make life easier for occupiers. This reflects an industry trend toward making it as easy as possible for the householder to recycle as part of everyday life.

6.5. Somerset County Council issues guidance to ensure appropriate standards are maintained for adopted highways in the county (at the time of writing the Core Strategy the relevant guidance document is termed the "Estate Roads in Somerset – Design Guidance Notes"). Additional guidance is available from central government, in particular the Manual for Streets published by the Department for Transport.

6.6. Somerset County Council will work with the Somerset Waste Partnership, District and Borough Planning Authorities, developers and the waste industry to facilitate effective separation, temporary storage and collection of waste in new development. One of the ways this could be achieved is via a Supplementary Planning Document on design for recycling that brings together key aspects of this issue. In addition to basic storage and access requirements, this will also include consideration of "Recycling on the Go" infrastructure, with a view to supporting waste recycling and source-separation in public places.

Reprocessing the separated waste

6.7. Once waste is collected and separated, many of the material streams of waste can be processed into recycled end-products. Processing can ensure that the waste does not represent a risk to the environment, yielding new market-driven products that are no

longer considered waste and are unlikely to be discarded as such. This transition reflects the waste to resources agenda and is formalised via "end of waste" criteria. End of waste criteria have been introduced in the UK - see pages 35 and 68 for more on Quality Protocols - and are being developed at a European level too.

6.8. The End Uses Register published by SWP shows where the separated municipal waste streams are reprocessed into recycled end-products. For example, in 2009/10 SWP sent over 18,000 tonnes of waste paper to Aylesford in Kent and over 11,000 tonnes of glass to Harlow in Essex.

6.9. The carbon emissions from landfilling waste significantly exceed those from recycling, even when waste is transported relatively long distances for reprocessing. For example, a study from the Waste and Resources Action Programme (WRAP) concluded that shipping our plastic bottles to China produces less CO_2 than sending them to UK landfill[11].

6.10. Expansion of Somerset's capacity to reprocess separated waste should strengthen the county's economic position and reduce the distance separate waste streams are transported and, by so doing, reduce the burden on the road network. Exemplifying this type of development, in 2007 the South West Regional Development Agency identified opportunities in its programme on supporting the regional recyclate market, highlighting in particular the potential for the manufacture of food grade recycled plastic and noting "the concentration of dairy industry and product packaging in the SW Region, centred in Taunton"[12].

6.11. It would be impractical and unrealistic to plan for sufficient infrastructure in Somerset to reprocess all material streams (plastics, glass etc.). Therefore the Waste Core Strategy does not take a prescriptive approach on this issue but encourages the development of local reprocessing capacity, assessed against relevant Development Plan policies. Any development that would be considered strategic (paragraph 9.8 refers) would, in particular, be considered against policy WCS5. A definition of the Development Plan is included in Appendix B.

6.12. Whilst local authorities have limited remit to influence decisions taken by private businesses, it is reasonable to expect that the development of new reprocessing facilities in Somerset would also benefit local businesses if such facilities accept business waste too.

6.13. The County Council's Commercial and Industrial Waste Survey, summarised as Waste Topic Paper 5, highlighted the need for improved recycling of commercial waste and some of the challenges to improving recycling rates. Consultation has also revealed stakeholder interest in commercial recycling.

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[11] CO_2 impacts of transporting the UK's recovered paper and plastic bottles to China, WRAP, 2008.

[12] SW Region Plastics Scoping Study, SW RDA, January 2008.

6. Recycling and reuse

Working with the retail chain

Acknowledging the importance of links with the supply chain, the Somerset Waste Partnership (SWP) has developed an innovative relationship with Marks and Spencer.

As part of its "Plan A" social and environmental initiative, Marks & Spencer (M&S) committed to invest in improving kerbside recycling rates with four local authority partnerships around the UK. This will allow M&S to meet its producer obligation for packaging recovery and be the first UK retailer to directly invest in new kerbside recycling collections. Also it allows M&S to complete the recycling loop by sourcing new packaging from the reprocessors who deal with the packaging collected.

The first of the pioneering new partnerships was started with Somerset Waste Partnership in April 2010, with an agreement for M&S to invest up to £250,000 annually for five years in improving Somerset's kerbside collections.

M&S contributes directly to SWP on a per-tonne basis for additional packaging collected through the roll-out of new plastic bottles and cardboard kerbside recycling through Somerset's Sort It Plus collections.

Biodegradable waste management

6.14. The vision of the Waste Core Strategy highlights the need for a step-change in biodegradable waste management. This is prompted by the need to make best use of biodegradable waste as a resource and (in line with Objective J) minimise the carbon emissions from waste management.

6.15. The 1999 European Landfill Directive set the legal foundation for a gradual reduction in the amount of biodegradable waste sent to landfill in EU Member States. A ban on the landfilling of all biodegradable waste may be phased in by the UK government during the life of the Waste Core Strategy, potentially driven by revision of the European Landfill Directive.

6.16. Data on biodegradable municipal solid waste arisings and management in Somerset are good. Biodegradable MSW is currently managed primarily via an in-vessel composting (IVC) facility at Dimmer near Castle Cary and a network of open windrow composting sites around the county.[13] (Windrow composting treats green waste only.)

[13]Waste Topic Paper 1 includes data on waste sites in Somerset.

6. Recycling and reuse

6.17. Focusing on food waste, in 2009/10 the Somerset Waste Partnership (SWP) sent over 15,000 tonnes of garden waste and approximately 10,000 tonnes of food waste to the IVC at Dimmer.

6.18. Working with Viridor Waste Management, its strategic disposal partner, SWP is planning to procure anaerobic digestion (AD) capacity to process up to 30,000 tonnes of food waste (combining municipal food waste with a proportion of the county's C&I waste). As soon as this is built, the food waste currently being sent to the IVC will be sent for anaerobic digestion. Viridor Waste Management has planning permission for a new AD facility at its Walpole site, north of Bridgwater.

6.19. The position on biodegradable C&I waste is much less clear. Somerset County Council has undertaken a survey of commercial and industrial waste management in Somerset in 2006/07[14]. Defra has undertaken a more recent and larger survey in 2009. However, the figures on biodegradable C&I waste remain unclear due to the uncertainties around the level of biodegradable waste in the mixed and non-metallic waste categories.

6.20. There are significant challenges, therefore, to obtaining a transparent view of the management of all biodegradable wastes. However, it will be important to grasp further opportunities that arise to strengthen the local evidence base on this and take appropriate steps to maximise the diversion of biodegradable waste from landfill, not least via the treatment of residual waste (as outlined in chapter 7).

Why separate food waste?

At the time of writing the Core Strategy, there is an operational In-Vessel Composting facility sited at Dimmer near Castle Cary, which treats a mixture of municipal food and garden waste. This facility is nearing the end of its life. Viridor Waste Management Ltd have gained planning permission for an anaerobic digestion plant to be based at Walpole, near Bridgwater.

The separation of food waste at the kerbside is a key factor in supporting the commercial viability of anaerobic digestion in Somerset. Viridor's proposed facility at Walpole is expected to treat all of the county's collected municipal food waste and a proportion of food waste generated from local businesses.

Anaerobic digestion of agricultural and commercial food waste is already taking place in Somerset at a facility developed and run by Cannington Enterprises Limited near Bridgwater.

[14]See Waste Topic Paper 5 for more information, available via www.somerset.gov.uk/mineralsandwaste

6. Recycling and reuse

Recycling and reuse of C&D waste

6.21. The principle of maximising recycling and reuse (after waste prevention) applies to construction and demolition (C&D) waste in the same way as it does to other waste streams; however, data on C&D waste arisings and management are hard to obtain.

6.22. Fly-tipping of C&D waste in Somerset has historically not been identified as a significant problem, which suggests that the county Somerset has sufficient capacity to treat and dispose of its C&D waste. Monitoring work and dialogue with various stakeholders (including, but not limited to, the Environment Agency) helps to inform this position.

6.23. The revised European Waste Framework Directive includes a target to recover at least 70% of construction and demolition (C&D) waste by 2020.

6.24. In 2005/06 the Environment Agency Wales undertook a survey of C&D companies in Wales. The survey concluded that 74% of inert C&D waste was reused on- or off-site. In calculating its waste management need for recycling and reuse of C&D waste, the County Council has extracted data on waste accepted at licensed facilities in Somerset and extrapolated data from other sources (in particular, the Environment Agency survey) on C&D waste managed via other routes[15].

6.25. A number of companies active in Somerset are involved in the recycling of C&D wastes, in particular inert waste.

6.26. Re-use and recycling of inert C&D waste is projected to increase during the plan period. This can be achieved by a variety of means, such as:

- on-site re-use of excavated soils, for example in landscaping or to provide acoustic or screening bunds;
- on-site recycling (crushing, blending and subsequent re-use) of hardcore in construction, i.e. as an aggregate;
- off-site re-use, for example in the remodelling of agricultural land or the restoration of a quarry; and
- off-site re-use and recycling via treatment at licensed or exempt facilities.

6.27. The Environment Agency issues exemptions and permits dealing with the use of inert wastes. In addition, codes of practice such as CL:AIRE 2 and Quality Protocols such as the WRAP Aggregate Protocol provide an opportunity for wastes to be treated as a resource. These codes of practice reduce perceived barriers around waste and are designed to encourage the re-use and recovery of construction materials, in particular inert materials such as soil and aggregates.

[15] See Waste Topic Paper 1 for more information, available via www.somerset.gov.uk/mineralsandwaste

6.28. Such tools can be particularly useful on large-scale projects, which sometimes necessitate the temporary on-site stockpiling of inert materials for re-use in other phases of the proposed development. In such cases, the County Council supports the position that temporary stockpiling of inert waste may be allowed for up to one year, in line with Defra guidance on this subject[16]. Any extension to such stockpiling should be agreed with the Environment Agency informed by the timeframe of the extant planning permission.

6.29. Another tool to support diversion of inert waste is a Site Waste Management Plan (SWMP). SWMPs, which are currently required for construction projects worth £300,000 or more[17], are an effective tool for sustainable waste management, reducing costs of development through better resource efficiency and reducing waste disposal costs. Strategic Policy WCS1 on waste prevention includes a requirement for site waste management statements, plans and strategies depending on the scale of the proposed project - see page 27 for more information.

6.30. Disposal costs are widely recognised to be an important driver for increased re-use and recycling of inert waste, prompting developers to pursue innovative solutions. The County Council will support the delivery of such solutions, subject to assessment against the policies in the Development Plan.

Quarry restoration

Somerset has a long history of aggregate and building stone production. Opportunities may exist for the use of inert waste in quarry restoration.
That said, not all minerals sites will be suitable for this purpose. In particular, in most cases, peat excavation sites are not considered to be appropriate for inert waste infilling due to their location and specific geological, environmental and in some cases archaeological properties.

It will be important to work closely with the Environment Agency when considering any such restoration projects, in particular linked with the Environment Agency's Policy and Practice for the Protection of Groundwater (GP3) and designated Source Protection Zones - see chapter 16 for more information on water resources.

[16]Construction Code of Practice for the Sustainable Use of Soils on Construction Sites (PB13298).

[17]Site Waste Management Plans Regulations (2008).

6. Recycling and reuse

POLICY

WCS2: recycling and reuse

General considerations
Planning permission will be granted for waste management development that will maximise reuse and/or recycling of waste subject to the applicant demonstrating that the proposed development will, in particular, be in accordance with Development Management Policies 1-9.

Temporary storage and access
During the planning stages of residential and non-residential development, Somerset County Council (as Waste Planning Authority) will encourage the provision of adequate space and facilities – both within buildings and externally - that enables effective separation, temporary storage and collection of waste. To do this, the County Council will:

a) work with the Somerset Waste Partnership to encourage developers to provide adequate space and facilities for waste separation and storage and access for waste collection in new and existing developments;
b) encourage District and Borough planning authorities to include relevant development management policies, conditions and/or guidance on waste separation and storage and access for waste collection; and
c) require effective access to be provided, via its highway standards, throughout new development for waste collection and recycling vehicles.

Recycling and reuse of inert waste
Applications for all types of development should demonstrate that viable opportunities to minimise construction and demolition waste disposal will be taken, making use of existing industry codes of practice and protocols, site waste management plans (as detailed in strategic policy WCS1) and relevant permits and exemptions issued by the Environment Agency.

Before considering inert landfill disposal, inert waste that cannot be reused or recycled on-site should be diverted off-site for recycling and/or the following beneficial uses, subject to the general considerations mentioned above:

a) the restoration of quarries and other excavation sites (excluding peat sites);
b) other uses with clear benefits to the local community and environment; or
c) other facilities that will facilitate such positive use.

6. Recycling and reuse

Delivering policy WCS2

Who

- Somerset County Council
- District and Borough Councils
- Somerset Waste Partnership and its strategic partners
- Local communities
- Waste industry
- Construction & demolition industry
- Minerals industry
- Environment Agency

Important dates

- 2012: the roll-out of Sort It Plus countywide
- 2013: expected delivery date of the anaerobic digestion facility at Walpole
- 2020: 50% of waste from households should be recycled by this date according to the revised European Waste Framework Directive

Monitoring

- Monitoring indicators 1, 2, 3, 4, 9, 12 & 13 (see Appendix A)

7. Other recovery from waste

7.1. A range of technologies can be used to treat residual waste (the material left after reuse and recycling) and the state-of-the-art continues to evolve.

7.2. Use of the calorific value within residual waste, after the recovery of materials has been maximised, is commonly referred to as energy from waste. Energy recovery should be viewed as complimentary to materials recovery.

7.3. The revised European Waste Framework Directive refers to "other recovery" above disposal in the waste management hierarchy (as shown on page 9). For the purposes of the Waste Core Strategy, other recovery is considered to be synonymous with residual waste treatment.

7.4. Somerset has a pressing need for residual waste treatment capacity, as highlighted in the key issues identified in chapter 3. Consequently, this section of the Waste Core Strategy will focus on supporting the delivery of treatment capacity to manage Somerset's residual waste.

"Other recovery" from MSW and C&I waste

7.5. Table 4 sets out the total capacity requirement for other recovery of MSW and C&I waste streams of nearly 200,000 tonnes over the plan period. This is an estimate calculated in mid-2011 (see Waste Topic Paper 1 for more information).

Table 4: estimated need for "other recovery" in Somerset

Waste stream	Estimated maximum annual capacity required (tonnes)	Permitted but not implemented (tonnes)	Capacity Gap
Municipal solid waste	93,380	0	93,380
Commercial and industrial waste	103,500	45,000	58,500
Total	**196,880**	**45,000**	**151,880**

7. Other recovery from waste

7.6. There is a need to deliver 93,380 tonnes of other recovery capacity for municipal waste and 103,500 tonnes of commercial and industrial waste, as calculated in mid 2011. Any development that would be considered strategic (paragraph 9.8 refers) would, in particular, be considered against policy WCS5.

7.7. 45,000 tonnes of the required capacity for commercial and industrial waste could be delivered early in the plan period via a permitted but not yet built energy from waste facility. Whilst the level of permitted capacity is clearly important, of greater significance is the level of operational capacity.

7.8. How other recovery capacity is delivered is dependent on the size, type and mix of technologies adopted. The treatment cost per tonne of waste tends to increase from larger to smaller facilities for other recovery from waste.

7.9. In 2007 stakeholders expressed a range of opinions on scale, with approximately half supporting a mixture of large and small facilities for waste management in Somerset. The commercial realities of investment in new waste infrastructure must also be considered. Thus a complex range of factors have informed the County Council's approach to strategic and non-strategic waste development. Consultation suggests that the strategic requirement for other recovery capacity could most likely be met by one or two facilities in or near to the centre of the county.

7.10. The County Council will work with the Somerset Waste Partnership and its strategic partners in the provision of capacity for treating residual municipal solid waste. At the time of drafting the Waste Core Strategy the Somerset Waste Partnership has yet to decide on its preferred strategy for residual waste treatment. It is envisaged that significant progress will be made on residual municipal waste management early in the plan period, noting the pressing need for this type of treatment capacity, so that a shift from landfill to treatment of residual waste can occur by 2016 as outlined in the Core Strategy vision.

7.11. The County Council will work with the wider waste industry in addressing further opportunities for other recovery in Somerset.

7.12. The County Council does not anticipate a regional residual waste treatment facility to be proposed in Somerset. There is not an identified need for this type of larger facility, with other larger urban areas in the South West being closer to a larger volume of waste arisings. However, the Development Plan will be used to manage any such application that is submitted (point 3.19 also refers). A definition of the Development Plan is included in Appendix B.

7. Other recovery from waste

Encouraging residual waste treatment

7.13. If an operator can be confident in the properties of the waste being treated (the inputs), it becomes much easier to optimise the outputs. With this in mind, the County Council promotes measures that help make best use of waste as a resource, such as the separation of waste at source.

7.14. As highlighted in strategic policy WCS2, Somerset County Council will work with the District and Borough Planning Authorities and SWP to facilitate source-separation of waste. The allocation of adequate space for waste separation during the design and planning of new development is an important element of such facilitation. Furthermore, the delivery of "low carbon" objectives for new development can be effectively supported by segregating biodegradable waste from non-biodegradable waste – see Waste Topic Paper 7 for more information.

7.15. Materials can also be separated and bulked-up at facilities such as waste recycling centres and transfer stations. For example, consolidation of waste wood supplies through such facilities is an invaluable step in making the most of the wood waste resource. Most facilities of this type will be "nodes" in a larger network and individually these will be non-strategic; see chapter 9 for more information on strategic and non-strategic waste sites.

7.16. Another step that can support efficient energy recovery is treating waste so that (depending on the nature of the treatment facility) it can be considered a better "fuel". One way of doing this is to generate secondary recovered fuel (SRF) through treatment of mixed waste. The County Council will work with the waste industry in determining if there are suitable opportunities for the generation and/or use of SRF in Somerset.

Making best use of waste as a resource

The waste hierarchy is a valuable decision-making tool that permeates the Waste Core Strategy. However, there may be times when planning permission is granted for proposed waste management development that deviates from the waste hierarchy for the treatment of certain waste streams, such as contaminated waste wood. In such cases it is likely that the applicant will need to demonstrate that the proposed development will deliver added benefits from a life-cycle perspective so that, in simple terms, recovering energy is a more sustainable option.

Furthermore it is important to consider the economic and social impacts of a proposal, in addition to the environmental impacts, to make the most of the county's waste resource.

One way to optimise the efficiency of energy from waste is to promote the recovery of heat as well as the generation of power (see page 61 for more information).

7. Other recovery from waste

Local interest in energy recovery

7.17. In late 2007 about one quarter of respondents to the County Council's waste consultation spoke with either neutral or positive interest in using waste as a potential fuel. The majority of stakeholders spoke in general terms about extracting the energy value from waste, though a small number explicitly referred to advanced thermal treatment technologies such as gasification and pyrolysis. By comparison only a very small number made explicit reference to concerns about energy from waste facilities.

7.18. Since then consultation results have emphasised the importance of maximising waste prevention, recycling and reuse – in accordance with the waste hierarchy – and focus has sharpened on the potential role of waste in low carbon development. This includes the potential for making local use of power or, more likely, heat that can be generated from waste.

7.19. Research to date has identified, to a greater or lesser degree, the potential role of waste in low carbon development in Taunton Deane, Sedgemoor and South Somerset. This includes consideration of energy demand and the scope for energy recovered from waste to contribute toward meeting that demand. Further details on this are supplied in Waste Topic Paper 7. Gaps in data across Somerset are continuously being filled, with a growing volume of research across the county and, indeed, the UK.

7.20. The County Council will need to continue its dialogue with all District and Borough Councils in Somerset and ensure that the emerging Local Development Frameworks are aligned as effectively as possible, thus making the most of emerging opportunities.

7.21. The need for dialogue with the wider community is also vital. This includes involving and empowering local communities, in accordance with Objective E of the Waste Core Strategy. In addition to working with the private sector, the County Council has been working with urban regeneration programmes and community groups. This has enabled the County Council to develop a clearer understanding of the challenges faced by communities interested in taking a role in decentralised energy provision.

7.22. Whilst there is growing interest in small-scale energy recovery from waste, research commissioned by the County Council suggests limited scope for integration of waste treatment in strategic urban growth at an appropriate scale at this time. The research indicates that anaerobic digestion with combined heat and power is the most suitable candidate technology; however, any plans for delivery of relatively small scale AD would need to be considered in the wider context of making best use of the county's waste resource. For the foreseeable future, this approach is considered unlikely to deliver on a strategic scale for Somerset's needs, but may form part of the County Council's approach to non-strategic waste sites. This will be kept under review.

7. Other recovery from waste

POLICY

WCS3: other recovery

Planning permission will be granted for proposed waste management development that will maximise other recovery from waste, subject to the applicant demonstrating that the proposed development:

a) will not treat waste that could viably be recycled or composted;
b) will facilitate the recovery of energy from waste; and
c) will, in particular, be in accordance with Development Management Policies 1-9.

Indicative requirements for residual waste treatment are approximately:

d) 93,000 tonnes of residual municipal solid waste; and
e) 103,500 tonnes of residual commercial and industrial waste.

Indicative requirements will be updated via annual monitoring work.

Delivering policy WCS3

Who

- Somerset County Council
- District and Borough Councils
- Somerset Waste Partnership and its strategic partners
- Local communities
- Waste industry
- Environment Agency
- Other government agencies

Important dates

- 2016: expected delivery date of treatment capacity for residual municipal waste

Monitoring

- c5 and monitoring indicators 5 & 10 (see Appendix A)

8. Disposal

8.1. Disposal lies at the base of the waste hierarchy (see page 9) and so is the least desirable option for managing waste. Waste should be viewed as a resource.

8.2. In its Waste Core Strategy, the County Council has taken disposal to mean landfill, though technically this is not the only way to "dispose" of waste. The Core Strategy promotes the use of alternatives to landfill and restricts landfill disposal.

8.3. All measures should be taken to avoid waste disposal or reduce the amount sent for disposal (by weight and/or volume). This can either be achieved by not producing the waste in the first instance (waste prevention) or by using an interim treatment method to reduce the amount of waste destined for disposal.

8.4. Moving up the waste hierarchy can be supported by actively restricting disposal. In consultation during Spring 2011, a majority supported the proposed criteria to restrict landfill in Somerset (about three times as many as those who opposed the criteria).

8.5. There are a number of legislative measures to reduce the amount of waste sent to landfill. The amount of biodegradable waste sent to landfill has been restricted (via translating the European Landfill Directive into English law).

8.6. The Government Review of Waste Policy in England 2011 implies that, whilst the Landfill Allowance Trading Scheme will end by 2013, additional restrictions on landfilling of biodegradable waste may be forthcoming, as mentioned in point 6.15.

8.7. When treating most waste streams, according to the current state-of-the-art, there will be some form of residue (such as ash) which may need to be disposed of in a landfill. There will also be wastes for which, due to their nature, landfill disposal is currently the only option. So there will still be need for some form of landfill capacity at the end of the Plan Period.

Landfill disposal in Somerset

8.8. The County Council anticipates a decline in the amount of waste being sent for landfill across the plan period. Waste treatment technologies are constantly improving, so this position may further improve over time.

8.9. Currently Somerset has three landfills for disposal of non-hazardous material: Walpole near Bridgwater, Dimmer near Castle Cary and Whiscombe Hill near Somerton. The combined total remaining void capacity of these three landfills was 5,146,000 m^3 in 2010. It is noted that the planning permission for Whiscombe Hill landfill, which is the smallest of the sites, is due to expire in 2017.

8. Disposal

8.10. The estimated non-hazardous landfill requirements for municipal waste, commercial and industrial waste and construction and demolition waste across the plan period are set out in Table 5, accompanied by data on existing and anticipated void space. As can be seen, research indicates that there is sufficient capacity at these sites to meet Somerset's requirements for non-hazardous landfilling until at least 2028. Consequently the County Council is not planning for new or extended non-hazardous landfill facilities in the county during this plan period[18].

Table 5: Estimated non-hazardous landfill requirements (see Waste Topic Paper 1 for more information)

	Non-hazardous waste to landfill (in m^3)
C&I waste	1,517,120
MSW	653,778 – 1,704,211
C&D waste	931,587
Voidspace in 2010	5,146,000
Estimated remaining void space in 2028	367,247 – 1,627,767*

* The wide range of remaining void space in 2028 reflects the fact that, at the time of writing the Waste Core Strategy, the Somerset Waste Partnership has yet to decide on its preferred option for residual waste treatment

[18]Further information on this research is detailed in Waste Topic Paper 1 on "Waste Management Need to 2028" which can be downloaded from www.somerset.gov.uk/mineralsandwaste

8. Disposal

8.11. There are two operational inert waste landfills in Somerset: Lime Kiln near Frome and Whiteball near Wellington. The two sites have limited planning life remaining. The landfill sites at Walpole and Dimmer also use inert material for engineering works such as access roads.

8.12. Research suggests there will be a theoretical need to plan for over 300,000 m^3 of additional inert landfill void space post 2015 due to the expiring planning permissions. However, engagement with the waste industry suggests that there is insufficient commercial demand for inert landfill to support such an approach.

8.13. Noting this, and the need to divert waste up the hierarchy, the County Council has decided not to identify specific or broad locations for new inert landfill in the Waste Core Strategy at this time. Instead, the County Council plans to develop further discussion with the waste industry about how the identified need for inert landfill could be met, in particular via the following sequential approach:

a) undertaking further monitoring and research work to verify if a need exists, checking that the inert waste could not be managed in a more sustainable way;
b) maximising support for reuse and recycling of inert waste;
c) checking any remaining need against the local requirement for engineering materials at non-hazardous landfills in Somerset and void space or demand for inert material at landfills in close proximity to the county boundary; and only then (if appropriate)
d) identifying suitable locations for inert waste disposal in Somerset.

8.14. The county's hazardous waste is managed on a regional or sub-regional basis, reflecting the specialised nature of the facilities needed to handle such waste. Walpole landfill has capacity for disposal of stable non-reactive hazardous waste such as asbestos. Dimmer has facilities for consolidating hazardous waste before treatment or disposal elsewhere.

8.15. Somerset County Council has not identified the need to plan for additional capacity for hazardous waste disposal during the plan period. However, the Waste Core Strategy policies can be used in determining any application that is submitted, alongside other relevant policies in the Development Plan.

8.16. The disposal of 'lower activity' low level radioactive waste at suitable landfill sites may in certain circumstances be permitted by the Environment Agency without the need for any further specific planning permission. Where planning permission is required, either at an existing facility or for a new site for this purpose, the proposal would be subject to policies WCS4, DM3 and DM7 in particular and other relevant policies in the Development Plan. More information on radioactive waste is included in chapter 18 and Waste Topic Paper 6: Radioactive Waste available from www.somerset.gov.uk/mineralsandwaste

8. Disposal

POLICY

WCS4: disposal

General considerations
Planning permission will not be granted for any form of landfill development unless the applicant demonstrates that:

a) the waste cannot be managed in a more sustainable way through diversion up the waste hierarchy; and
b) the proposed development will, in particular, be in accordance with Development Management Policies 1-9.

Inert landfill development
Planning permission may be granted for inert landfill development subject to the applicant demonstrating that the proposal:

c) is restoration-led, enabling an area of land to be used more effectively or for another purpose; for example, for agriculture, nature conservation or built development; or
d) provides justified visual or acoustic screening; and
e) uses the minimum amount of waste to achieve the stated purpose, depositing inert waste only.

Delivering policy WCS4

Who
- Somerset County Council
- Somerset Waste Partnership and its strategic partners
- Waste industry
- Environment Agency

Important dates
- 2015: after 2015 it is currently estimated that Somerset will need an additional 300,000m^3 of inert landfill capacity (points 8.12 & 8.13 refer)

Monitoring
- c7 and monitoring indicators 6, 7, 11, 12 & 13 (see Appendix A)

9. The spatial strategy for waste management in Somerset

9.1. Historically, planned growth for Somerset has focused in particular on Taunton, Bridgwater and Yeovil, and to a lesser extent on the county's smaller market towns. Relatively limited growth has been allocated in the past to the county's villages and rural areas, aiming to meet local needs only.

9.2. This strategy of urban concentration is being taken forward in District and Borough planning policy; for example,

- according to Taunton Deane Borough Council's Core Strategy (publication version) the Taunton urban area will remain the strategic focus for growth within Taunton Deane Borough and the wider sub-region;
- according to South Somerset District Council's draft Core Strategy, Yeovil's status as the largest settlement and key economic driver for South Somerset is clear; and
- according to Sedgemoor District Council's Core Strategy (proposed submission) Bridgwater will remain the focus for new growth, particularly in respect of employment and housing.

Consequently the spatial strategy for waste management development in Somerset will be shaped primarily by the waste management needs associated with existing and proposed new development.

9.3. Consultation has revealed support for managing waste close to its source and has acknowledged the need for access to suitable routes for transporting waste. Combining these factors, the spatial strategy offers guidance to the waste industry without inappropriately limiting flexibility.

9.4. The County Council has not allocated specific sites in its Core Strategy. A Waste Site Allocations Development Plan Document is planned for publication after the Waste Core Strategy is adopted.

9.5. The County Council has identified broad locations (zones) for new strategic waste sites in Somerset. In this way, the Core Strategy gives clear guidance on potential locations for development that will have the biggest impact on waste management in Somerset during the plan period.

9.6. The existing network of waste sites in Somerset extends beyond the zones proposed. Existing waste sites will continue to play a valuable role in managing the county's waste. Policy DM5 helps to protect these sites from being compromised by non-waste development. As established sites, they have the potential to play an important role in accommodating new and/or expanded facilities.

9. The spatial strategy for waste management in Somerset

9.7. The County Council distinguishes between strategic and non-strategic sites. Strategic sites are required to support the delivery of strategic waste treatment capacity in Somerset.[19] Non-strategic sites are required to ensure that local needs are met in an appropriate way, acknowledging the need for consolidation points (such as transfer facilities) and stakeholder support for a mix of larger and smaller scale waste facilities.

Defining strategic sites

9.8. A strategic site will be capable of contributing towards meeting Somerset's need for treating a particular waste management stream or resource. A strategic site should be:

a) central to the delivery of the Waste Core Strategy, making a significant contribution to the sustainable management of waste generated in Somerset;

b) well located to the source of the waste(s) and with good access to Somerset's strategic transport network; and

c) of sufficient area (as a guide, at least 2ha) to promote the co-location of complementary activities and provide the potential to accommodate a range of waste management technologies.

9.9. This definition of strategic sites takes into account the Plan Objectives, the results from consultation and the Sustainability Appraisal.

Locating strategic sites

9.10. Strategic waste sites will be allocated within the zones shown in the Key Diagram on page 133. Planning permission for strategic waste management proposals will be granted according to the sequential approach outlined in policy WCS5. Highest priority will be given to the sites to be allocated by the County Council in its Site Allocations Development Plan Document.

9.11. The County Council will consider as secondary preferences non-allocated sites within the zones, providing any such proposals adhere to the criteria stated in policy WCS5. Non-allocated sites within the zones are supported, acknowledging the variety of potential development opportunities in the zones and the scope for synergies with non-waste development; for example, where a significant proportion of the energy or other by-products from the treatment of waste will be used by existing or proposed neighbouring development.

[19]Waste Topic Paper 1 describes the county's waste management need in detail. This is available for download from www.somerset.gov.uk/mineralsandwaste

9. The spatial strategy for waste management in Somerset

9.12. The County Council also allows for the consideration of existing permitted waste sites outside the zones as a third tier option, acknowledging the important role played by existing waste management development and, without undermining or conflicting with the hierarchy stated in policy WCS5, enabling the waste industry to put forward a case for alternative locations to be considered for future expansion; in particular, major waste sites that have existed for a significant period of time and have a proven track record of operation. Criterion (a) in policy WCS5 highlights what must be demonstrated for this to be considered, reinforcing the Council's preference for strategic waste sites to be located in the zones.

9.13. Other locations for strategic waste management will only be permitted in exceptional circumstances, subject to the applicant demonstrating that the proposal meets the criteria stated in policy WCS5 and there is an over-riding need for the development in that location; for example, where it can be demonstrated that a significant proportion of the energy or other by-products from the treatment of waste will be used by existing or proposed neighbouring development.

9.14. Appendix C provides more information on each zone, including its strategic potential and a summary of both opportunities and constraints for waste management development.

9.15. Deliverability in each zone has been assessed in the context of known land use types within the zones, informed by location principles (see chapter 10), site visits and discussion with the District and Borough Planning Authorities. Waste Topic Paper 2 includes more detailed analysis of the zones and the methodology used to generate the zones.

9.16. It should be noted that this four-zone approach does not necessarily mean that the County Council is looking to develop one facility in each zone. Instead, the approach is used to identify broad locations that could accommodate strategic sites for recycling or "other recovery" of waste. Strategic facilities will have countywide implications.

9.17. The allocation of strategic waste sites in the Site Allocations Development Plan Document will be directed by the indicative capacity requirements set out in policy WCS3, the definition of strategic waste sites set out in paragraph 9.8, and the need to maintain flexibility with respect to the range of facilities required. Indicative requirements will be kept under review via annual monitoring work.

9. The spatial strategy for waste management in Somerset

POLICY

WCS5: location of strategic waste sites

Strategic waste sites will be allocated within the zones shown in the Key Diagram on page 133. Planning permission for strategic waste management proposals will be granted according to the following sequence:

1) an allocated site in a zone;
2) an unallocated site in a zone;
3) an existing permitted waste management site outside the zones.

In respect of tiers 2 and 3 in the above sequence, this will be subject to the applicant demonstrating that:

a) there are no suitable tier 1 sites available if the proposal is on a tier 2 site and there are no suitable tier 1 or tier 2 sites available if the proposal is on a tier 3 site; and
b) the site is well located to the source of the waste(s) and with good access to Somerset's strategic transport network; and
c) the site is of sufficient area (as a guide, at least 2ha) to promote the co-location of complimentary activities and provide the potential to accommodate a range of waste management technologies.

Other locations will not be permitted unless the applicant demonstrates that the proposal complies with criteria a, b and c above and there is an over-riding need for the proposed development in that location.

Delivering policy WCS5

Who
- Somerset County Council
- District and Borough Councils
- Somerset Waste Partnership and its strategic partners
- Local communities
- Waste industry
- Environment Agency
- Other government agencies

Important dates
- 2016: expected delivery date of treatment capacity for residual municipal waste

Monitoring
- Monitoring indicators 15, 16 & 17 (see Appendix A)

9. The spatial strategy for waste management in Somerset

Non-strategic sites

9.18. Consultation identified local support for the provision of a mix of smaller and larger scale facilities. In this context, waste facilities at non-strategic sites will contribute toward meeting local waste management needs and complement those facilities at strategic sites.

9.19. Non-strategic sites are expected to accommodate the following types of activity (this list is not necessarily comprehensive):

a) Small-scale recycling and waste transfer (as a guide, processing up to 50,000 tonnes per year);

b) Inert waste recycling facilities and aggregate recycling facilities (as a guide, processing up to 50,000 tonnes per year);

c) Small-scale composting (as a guide, processing up to 25,000 tonnes per year);

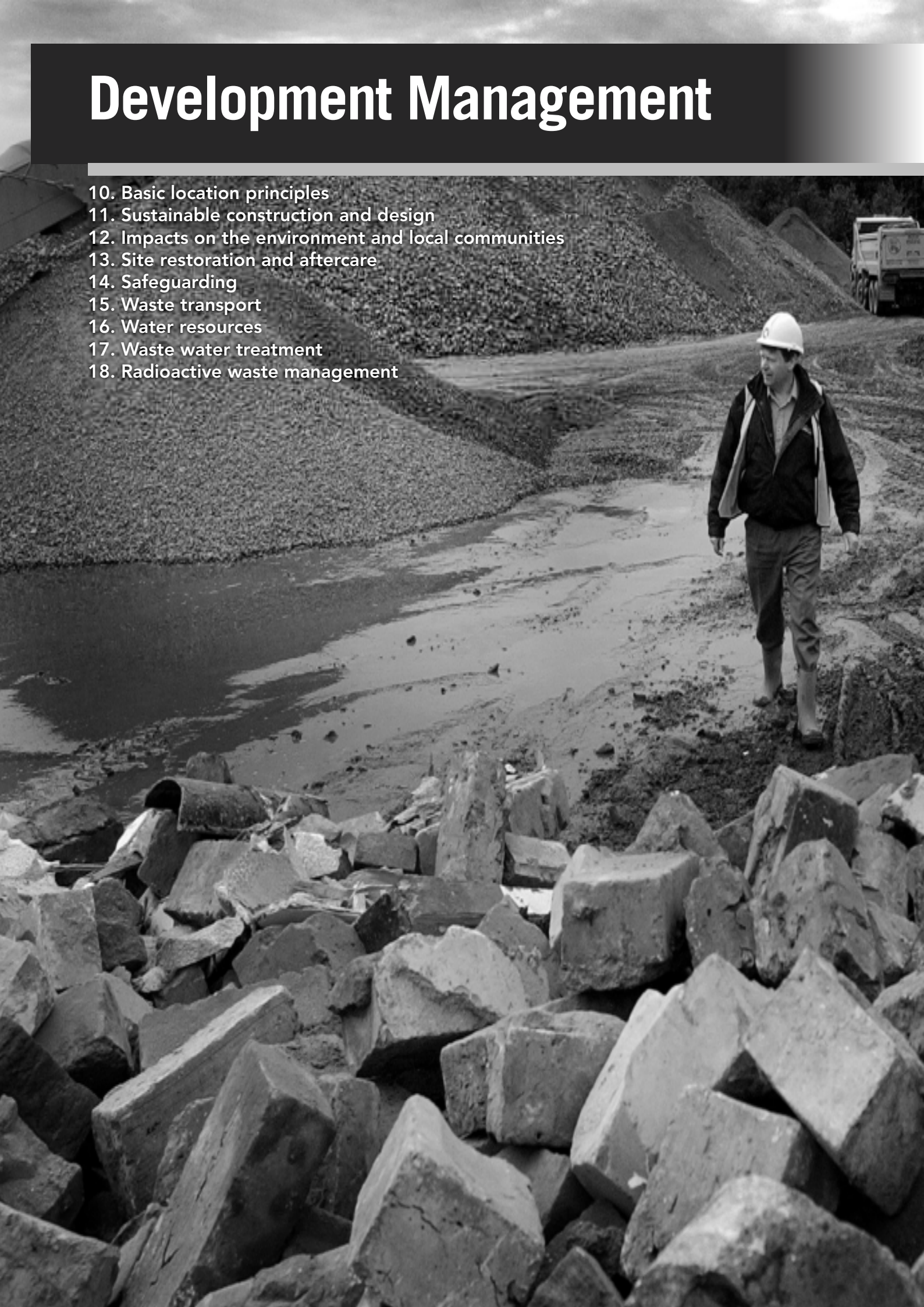
d) Small-scale anaerobic digestion (as a guide, processing up to 25,000 tonnes per year); and

e) "Other recovery" such as gasification or pyrolysis of waste (as a guide, processing up to 50,000 tonnes per year).

9.20. Proposals for non-strategic facilities will be assessed using the Waste Core Strategy's Development Management policies. In this way, the County Council uses a criteria-based approach to set the spatial strategy for non-strategic sites beginning with Policy DM1, which outlines basic location principles for waste management development in Somerset.

9.21. All proposals for waste management development will need to have regard to the Development Plan, which also includes reference to planning policy adopted by the District and Borough planning authorities in Somerset (see the Glossary in Appendix B for a full definition of the Development Plan).

Development Management



10. Basic location principles
11. Sustainable construction and design
12. Impacts on the environment and local communities
13. Site restoration and aftercare
14. Safeguarding
15. Waste transport
16. Water resources
17. Waste water treatment
18. Radioactive waste management

10. Basic location principles

10.1. The spatial strategy for the delivery of waste management development in Somerset is summarised in chapter nine. WCS 5 guides the location of strategic sites for waste management development and is supported by a definition of what is meant by strategic and non-strategic sites.

10.2. The County Council will aim to locate new waste facilities in line with its spatial strategy. Development Management policies 1-9 will be used to determine the appropriateness of the proposed location for the proposed development and review the impacts of that development in greater detail.

10.3. A presumption in favour of sustainable development runs through the Core Strategy. The basic principles of sustainable development, as introduced in chapter four, are to meet the needs of the present without compromising the ability of future generations to meet their needs, informed by a combination of economic, environmental and social considerations.

10.4 Application of Development Management policies is the responsibility of the Waste Planning Authority. Delivery against the policies, in terms of proposals, is the responsibility of the developer, enforced by the Waste Planning Authority.

Preferred locations

10.5. Existing or allocated waste sites and existing or allocated industrial sites will normally be considered appropriate for waste management development, unless they are constrained in such a way that makes them unsuitable for new or extended waste management development.

10.6. Local planning authorities need to work together, as appropriate, to deliver the infrastructure that is needed; hence the Development Plan refers not only to the Waste Local Development Framework but also the planning policy adopted by the District and Borough Local Planning Authorities (see the Glossary in Appendix B for a full definition of the Development Plan).

10.7. The Waste Core Strategy encourages waste management development to link with neighbouring businesses that produce waste for treatment and/or have a demand for the products from treatment, such as materials or energy.

10.8. The use of previously-developed land is supported in principle. The County Council will refer to the following definition of previously-developed land, established in Planning Policy Statement 3: Housing:

"Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition includes defence buildings, but excludes:

- *Land that is or has been occupied by agricultural or forestry buildings.*
- *Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.*
- *Land in built-up areas such as private residential gardens, parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.*
- *Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings)."*

10.9. Applications for waste management development should be informed by the most recent advice from the Environment Agency. The County Council, as Waste Planning Authority, will work with the Environment Agency as appropriate, having due regard to the location related requirements of the Environment Agency permits and exemptions.

Agricultural land

10.10. In rural areas, the County Council acknowledges the potential for waste management development to play a positive role in agricultural diversification, in particular linked with on-site composting and anaerobic digestion. Consequently, the location principles highlight the potential for redundant agricultural and forestry buildings to accommodate this type of development; however, use of the best and most versatile agricultural land should be avoided.

Minerals workings

10.11. The potential use of current minerals workings is identified in the location principles, recognising in particular that there is a need for the County Council to offer more support to aggregates recycling in Somerset. This is supported by the Scoping Report for the Minerals and Waste Local Development Framework, Sustainability Appraisal and by the County Council's wider evidence base.

10.12. Engagement with the minerals industry on emerging minerals policy in Somerset supports the consideration of minerals workings for aggregates recycling only. This is already happening at some active sites, where lorries that have delivered primary aggregates for construction purposes return with waste aggregates for recycling (this is known as back-hauling or back-loading).

10.13. It should be noted that:

a) Somerset's aggregate quarries are primarily concentrated in the Mendips. As a result, they may not be ideally located to meet the whole county's aggregate recycling needs;

b) smaller scale minerals operations are more widely distributed across Somerset, but their suitability for recycling activity can be restricted by factors such as closer proximity to residential areas or poor road accessibility in some cases;
c) usually the operator would need to obtain a new planning permission to carry on with waste activity at a former minerals site.

10.14. The County Council notes that some former quarry workings may also provide suitable sites for inert waste management.

Greenfield land

10.15. Greenfield land is land that has never been built on or where the remains of any structure or activity have blended into the landscape over time.

10.16. Greenfield land should not be confused with Green belt land. Green belt is a term for land around cities and large built-up areas left permanently open or largely undeveloped to ensure physical separation. There is very little Green belt land in Somerset.

10.17. The use of unallocated greenfield land will be strictly controlled and limited to developments that can demonstrate clear environmental benefits or benefits to the local community, referenced against policies in the Development Plan.

10. Basic location principles

POLICY

DM1: basic location principles

Planning permission will be granted for waste management development at locations that are well connected to the strategic transport network, which adhere to the principles of sustainable development and which support delivery of strategic policies WCS 2-5.

Waste management development will normally be located on the following types of site (these are not listed in order of preference):

a) existing waste management sites, sites with planning permission for waste management facilities and sites allocated for waste-related uses;
b) land in existing general industrial use (B2 use class) or in existing storage and distribution use (B8 use class);
c) land allocated for B2 and B8 purposes in a Local Plan or Development Plan Document;
d) previously developed land;
e) within or adjacent to redundant agricultural or forestry buildings (for composting and anaerobic digestion facilities only);
f) current minerals workings (for aggregates recycling only).

The use of unallocated greenfield land will be strictly controlled and limited in accordance with the Development Plan.

Monitoring policy DM1

Monitoring ● Monitoring indicators 15, 16 & 17 (see Appendix A)

11. Sustainable construction and design

11.1. A presumption in favour of sustainable development[20] highlights the importance of sustainable construction and design as a factor in determining applications for waste management development.

11.2. Proposals must demonstrate a commitment to sustainable construction and design, reflecting the role of waste in low carbon development and the impact of design quality on the environment and local communities.

11.3. Waste management facilities should be well-designed so that they contribute positively to the character and quality of the area in which they are located.[21]

11.4. Applicants can respond to these requirements in various ways including, but not limited to:

- the inclusion of renewable energy technology;
- orientation and layout of buildings to maximise solar and other natural benefits;
- grey water recycling systems; and
- integration of sustainable drainage systems.

Supporting combined heat and power (CHP)

11.5. In meeting the energy demand of for waste management development, applicants will be encouraged to assess the feasibility for Combined Heat and Power (CHP) utilisation. This is consistent with PPS1 Supplement: Planning and Climate Change, which requires that planning authorities should expect a proportion of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources. There is also a requirement to maximise the potential of combustion schemes.

11.6. In terms of energy provision, there could be potential synergies between adjacent existing and/or planned development and waste management development such as thermal treatment of waste or anaerobic digestion. Relevant applications should be accompanied by an assessment of feasibility and viability of CHP implementation and operation; this should aim to establish existing and potential heat and/or electricity demand in the surrounding area, which could potentially be met by the proposed waste management development. There may also be potential for the proposed development to generate electricity or heat/cooling that supports operation of the facility itself. NB: because of the way power tariffs are organised, locally-produced electricity is more likely to be fed into the national grid than to local users.

[20]Refer to policy SD1 for more information.

[21]Planning Policy Statement 10: Sustainable Waste Management.

11. Sustainable construction and design

11.7. Waste Topic Paper 7 and other technical studies assessing the local feasibility and potential for renewable and low-carbon technologies provide more detailed information on supporting combined heat and power (CHP) in Somerset.

Sustainable urban drainage

11.8. Central government published a Water White Paper in 2011, which included details on reforms to the abstraction regime (helping to meet water needs and protect ecosystem function) and on mechanisms to encourage the retrofit of Sustainable Drainage Systems (SUDS) in local communities.

11.9. Greater emphasis will be placed on drainage designs that sustainably manage surface water from new developments; these will need to accord with new standards.

11.10. The Flood and Water Management Act 2010 makes provision for top-tier local authorities to be designated as Sustainable Drainage Approval Bodies (SAB). Under this proposed legislation the County Council (or its agent) as SAB for Somerset will be required to:

- approve proposed drainage systems in new and redevelopment sites in accordance with national standards, noting that:
  - the right for new developments to connect their surface water drainage to the public sewerage system is conditional upon this; and
  - construction will not be able to commence without SAB drainage approval.
- adopt and maintain SUDS which serve more than one property in accordance with national standards; and
- maintain a register detailing all approved SUDS structures and features.

11.11. There will be two approval routes by which the Sustainable Drainage Approval Body will be engaged to carry out these tasks; either as part of the planning process or through a direct application to the Sustainable Drainage Approval Body.

11.12. At the time of preparing its Waste Core Strategy, Somerset County Council is engaging with Defra and planning its approach to these duties.

11. Sustainable construction and design

POLICY

DM2: sustainable construction and design

Planning permission will be granted for waste management development subject to the applicant demonstrating a commitment to sustainable construction and design.

Proposals will be considered favourably where they incorporate measures to:

a) contribute positively to the character and quality of the area, taking into account landform, historic environment, layout, building orientation and materials, massing, height, density and landscaping;
b) minimise the development's carbon footprint;
c) incorporate energy and water efficient design strategies;
d) prioritise the use of sustainable urban drainage systems;
e) adapt to changing climate conditions;
f) minimise waste production and maximise re-use or recycling of materials.

Where feasible, proposals for waste management development should include the following:

g) opportunities for decentralised and renewable or low carbon energy supply to the development to minimise carbon emissions; and
h) proposals for local use to be made of energy generated from the proposed development to maximise the efficiency of the proposed development.

Monitoring policy DM2

Monitoring ● Monitoring indicator 18 (see Appendix A)

12. Impacts on the environment and local communities

12.1. The Waste Core Strategy's vision and objectives balance the need for waste management development with the need to protect the county's unique natural and historic environment. It is imperative that waste management development does not have a net adverse impact on this environment or on the local quality of life.
The policies and supporting text in this Core Strategy state how this will be achieved, enabling the County Council to adopt a presumption in favour of sustainable development, taking into account the likely impacts of a proposal and determining if it represents an acceptable use of the land.

12.2. Examples of adverse impacts include:

- noise, dust, vibration, odour, emissions, illumination, visual intrusion or traffic on adjoining land uses and users and those in close proximity to the development;
- impacts on a public right of way; and
- cumulative impacts, in particular due to an excessive number of waste developments occurring concurrently or successively at the same location.

12.3. Given the nature of waste and waste management, it can be easy to dwell on adverse impacts; however, it is important to consider also the positive impacts of development. These range from reducing the emission of greenhouse gases from waste management in Somerset to, in some cases, the provision of local heat.

12. Impacts on the environment and local communities

12.4. The policies in the Waste Core Strategy are written to highlight adverse impacts and potential benefits, thereby enabling those reviewing a proposal to form a balanced view of its net impacts.

Community engagement
The section on planning in central government's review of national waste policy outlines support for providing benefits locally for those most impacted by waste development. The relevant section reads as follows:

"The principle that those most impacted should benefit most should operate across all scales from street to neighbourhood to local authority. How to achieve this should be part of an ongoing dialogue between communities, local authorities, waste management companies and developers. Other industries, for example wind generation, have addressed this issue through the development of industry protocols for providing community benefits in relation to infrastructure development, and we will explore with the waste management industry whether such approaches could be suitable for waste infrastructure.[22]"

Objective E of the Waste Core Strategy begins: "To empower local communities to become more involved in the management of waste as a resource".
The potential benefits from waste management development will be explored in all applications, thus supporting effective engagement between the waste industry and local communities.

Working with other regulatory bodies

12.5. Complementing the work of the County Council as Waste Planning Authority, the Environment Agency also undertakes work to assess impacts of a proposed waste facility linked with its regulatory role in pollution control and environmental permitting. It is important that the County Council does not duplicate the role of the Environment Agency when considering proposals for waste management development.

12.6. As Waste Planning Authority, the County Council will consult when appropriate with the Environment Agency – and other statutory bodies such as Natural England and English Heritage – on proposed waste management development. It will always seek to address the concerns of such consultees fully and where possible secure the withdrawal of objections before any formal decision is made.

[22]Government Review of Waste Policy in England 2011, Defra, June 2011.

12. Impacts on the environment and local communities

12.7. The County Council has access to a wide range of policy documents, legislation and guidance on the protection of the natural and historic environment. In particular the National Planning Policy Framework states a condensed government position on planning policy, to which the County Council will need to adhere.

12.8. It would not be appropriate for the Waste Core Strategy to replicate legal requirements and national guidance, such as the need for an Environmental Impact Assessment in cases where development proposals meet defined statutory criteria[23]. Instead, the Waste Core Strategy is written in a focused way, referring to relevant sources where appropriate.

12.9. Information requirements stated in the County Planning Authority's validation list help to manage the consideration of appropriate issues.

Protecting quality of life and health

12.10. In its vision and objectives the Waste Core Strategy makes clear in its ambition to protect human health and the quality of life in the county. Potential impacts of proposed development on 'local amenity' typically will involve detailed consideration of issues such as (in no particular order):

- operating hours;
- anticipated vehicle movements entering and exiting the site and associated impacts on roads leading to the site;
- effects on the operation of existing land uses;
- impacts on an environmental or historic asset; or
- disruption of public services.

12.11. Generally speaking, measures can be put in place to control the effects of waste operations to acceptable levels. However, there may be cases where development is likely to create such a severe impact that planning permission should not be granted.

[23]Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 and Circular 02/99.

12. Impacts on the environment and local communities

Protecting native species

12.12. This chapter has already referred to the complimentary nature of the planning and pollution control regimes.

12.13. The planning system controls the development and use of land in the public interest focusing in particular on whether development is an acceptable use of the land. In considering the impacts of proposed development, the Habitat Regulations Assessment on Somerset's Waste Core Strategy has identified the potential for biodegradable waste management – in particular, composting processes – to impact on native biodiversity. The risk is that propagates of invasive flora species may escape from composting sites into the wider countryside, particularly through the medium of watercourses and this may (for example) affect downstream Ramsar sites. Invasive species can upset the balance of the ecosystem as they may be bigger, faster growing or more aggressive than native species. Adequate controls are needed to mitigate this risk.

12.14. The Publicly Available Specification (PAS) 100:2011 enables operators to demonstrate that they are reaching a benchmark level in composting, whereby the process is managed appropriately and output materials are fit for their intended purpose. PAS 100 is one of a number of standards published by the British Standards Institution.

12.15. PAS 100 operates in conjunction with the Compost Quality Protocol, which is produced by the Environment Agency in its Waste Protocols Project.
The Environment Agency issues quality protocols for a range of waste materials, explaining what needs to be done to produce a quality product that is no longer considered a waste. Application of such protocols supports the waste to resources agenda.

12.16. Recognising this, Somerset County Council advocates the adoption of relevant standards and quality protocols, in particular PAS 100 and the Compost Quality Protocol to prevent the spread of invasive non-native plant species. Adopting this approach means that green waste delivered to a composting facility will need to be inspected and if visibly contaminated the load must be rejected and sent to landfill. Furthermore, staff at recycling centres will need to be shown how to identify the most prevalent invasive non-native species and provide appropriate advice to any member of the public seen depositing such species (at which point the material should be quarantined for secure disposal). In the event of any small amounts of material getting past these checks, the compost process should – when carried out in accordance with the standards – fully degrade the material. This should be checked and confirmed by the weed growth trials carried out on the final product.

12.17. By advocating this approach the County Council seeks to work with the waste industry, the Environment Agency and other relevant bodies to ensure the county's environmental assets are given adequate protection.

12. Impacts on the environment and local communities

Protecting agricultural land

12.18. Current national planning policy[24] states that the presence of best and most versatile agricultural land (grades 1, 2, and 3a) should be taken into account alongside other sustainability considerations when determining planning applications. DM1 states that development on unallocated greenfield land will be strictly controlled and limited. Where development of agricultural land is unavoidable, applicants should seek to use areas of poorer quality land (grades 3b, 4 and 5) in preference to that of a higher quality, except where this would be inconsistent with other sustainability considerations.

Cumulative impacts

12.19. The Waste Core Strategy encourages the co-location of waste management facilities, in accordance with central government policy. Noting this, cumulative impacts of several waste management operations on the same site or in close proximity to each other may also be a factor that needs to be assessed. Whilst there are measures that can be taken to avoid or mitigate cumulative impacts, there may be cases where the consequences of the development either singly or in combination add up to such a severe impact that planning permission should not be granted. Before refusal of an application on such grounds, the County Council will first explore if a form of compensation or offsetting mechanism provides a reasonable solution for the local community that would enable the development to proceed.

Protecting sites of international importance

12.20. Several sites in Somerset have been afforded protection of statutory international (or European) designation, which includes Special Protection Areas, Special Areas of Conservation and Ramsar sites. For example, extensive areas of the Somerset Levels and Moors have been designated as a Special Protection Area and Ramsar site, while Bridgwater Bay is part of the Severn Estuary Special Protection Area and Ramsar site, as well as a Special Area of Conservation.

12.21. A detailed policy on the protection of internationally important sites is not required as such sites are afforded specific statutory protection. For instance, under the provisions of the Conservation of Habitats and Species Regulations 2010 (the 'Habitats Regulations'), these sites are protected from any activity requiring a consent (including a planning permission) which is likely to harm their integrity.

[24]National Planning Policy Framework (paragraph 112).

12. Impacts on the environment and local communities

12.22. Outside of internationally designated site boundaries, sites proposed for waste management development in areas that ecologically support the integrity of sites of international importance sites are likely to be required to undergo a 'test of likely significance' (as required by the Habitats Regulations). The 'test of likely significance' would be carried out by Somerset County Council as the 'competent authority' under the Habitats Regulations. All data and information necessary to carry out these assessments should be provided by the developer with the planning application. This process supports the implementation of the Habitats Regulation Assessments, a statutory part of the planning process.

12.23. European protected species are afforded protection under the Habitats Regulations. The County Planning Authority has a legal duty to ensure the maintenance of populations of European protected species and will expect all relevant data to make this judgement to be submitted with the planning application. Biodiversity offsetting – where land of equal to or greater biodiversity value must be provided to recompense for the land lost to development - may be required where mitigation cannot be met on site.

Protecting sites of national importance

12.24. The statutory protection of nationally designated sites such as Areas of Outstanding National Beauty, Sites of Special Scientific Interest and Listed Buildings is not as comprehensive as that afforded to European sites and much of the protection from incompatible development comes about through the provision of national planning legislation and guidance.

12.25. Relevant legislation includes, but is not limited to:

- Nationally important wildlife species receive protection through the Wildlife and Countryside Act 1981 (as amended).
- Listed Buildings and conservation areas are statutorily protected under the Planning (Listed Buildings and Conservation Areas) Act 1990.
- Scheduled Monuments are protected under the 1979 Ancient Monuments and Archaeological Areas Act.

12.26. Nationally important sites not specifically protected by legislation or national policy are currently identified as:

- historic parks and gardens;
- historic landscapes; and
- registered historic battlefields.

12. Impacts on the environment and local communities

12.27. The decision as to whether or not any effect on nationally important sites is both harmful and significant clearly rests with the Planning Authority. However, in all cases that decision will be influenced by the views of the statutory environmental bodies and other interested parties.

Protecting sites of regional and local importance

12.28. Regionally and locally important sites are designated in recognition of their significance at the regional and/or local level and, as such, do not normally carry the weight of statutory protection. Nevertheless they make a vital contribution to the county's environmental and heritage assets.

12.29. Planning guidance emphasises that sites of regional and/or local importance have a fundamental role to play in meeting overall national biodiversity targets, contributing to the quality of life and the well-being of the community and supporting relevant research and education.

12.30. Such sites carry designations such as local wildlife sites, Special Landscape Areas, Regionally Important Geological or Geomorphological Sites, Local Nature Reserves, protected woodlands, conservation areas, open space within built-up areas and land or buildings for recreational use. District and Borough Local Plans in Somerset designate Areas of High Archaeological Potential.

12.31. All parts of the county are covered by UK and local Biodiversity Action Plans which identify features with specific biodiversity value or potential. Species regarded as important to the conservation of biodiversity in the county are listed in the Somerset Priority Species List. In addition, there are sites that fulfil a role in linking sites of international, national, regional or local importance, allowing species to migrate between them. Biodiversity offsetting may be required where adequate mitigation cannot be met on site.

12.32. Generally, waste management development that would have damaging effects on sites of regional and local importance will not be permitted unless measures can be put in place to prevent such harm occurring. In some circumstances there may be material factors sufficient to override preservation of features, provided that full consideration has been given to mitigation or, as a last resort, compensation, including the provision for the creation of new and enhancement of the existing areas of interest.

12. Impacts on the environment and local communities

POLICY

DM3: impacts on the environment and local communities

General considerations
Planning permission will be granted for waste management development subject to the applicant demonstrating that the proposed development will not generate:

a) significant adverse impacts from noise, dust, vibration, odour, emissions, illumination, visual intrusion or traffic to adjoining land uses and users and those in close proximity to the development;
b) significant adverse impacts on a public right of way or visual amenity; and
c) unacceptable cumulative impacts.

When determining a waste planning application, the level of protection afforded to an environmental or heritage asset will be proportional to its significance including, but not limited to, its statutory designation.

Sites and features of local and regional importance
Planning permission for waste management development that would have a significant adverse impact on the integrity, character and/or setting of the following sites and features of local and regional importance:

a) ancient woodlands, local nature reserves and local wildlife sites;
b) special landscape areas and landscape features of importance;
c) designated conservation areas;
d) regionally-important geological sites;
e) areas of high archaeological potential;
f) sites with potential archaeological interest;
g) habitats and species, including those listed in UK and local Biodiversity Action Plans and Somerset Priority Species List;
h) wildlife habitat corridors, including linear features and 'stepping stones';
i) best and most versatile agricultural land; and
j) existing and planned green infrastructure such as playing fields and parks

will only be granted if the applicant demonstrates that:

k) the benefits of the development outweigh the adverse impacts; and
l) the proposal includes adequate measures to mitigate adverse impacts or, as a last resort, proportionately compensate for or offset any loss of conservation value and damage to heritage asset, supported by appropriate archaeological evaluation of the significance of the heritage asset; and/or
m) the proposal includes adequate measures to mitigate adverse impacts or, as a last resort, proportionately compensate for or offset any loss of biodiversity, supported by appropriate ecological assessment.

12. Impacts on the environment and local communities

POLICY (cont)

Sites of national importance
Planning permission for waste management development that would have a significant adverse impact on the integrity, character and/or setting of sites of national importance (which are not explicitly protected through national policy and legislation) will only be granted in exceptional circumstances if in addition to the criteria identified in points (k), (l) and (m) above the applicant demonstrates that there is no suitable alternative location for the proposed development.

Sites of international importance
A 'test of likely significance' will usually be required for waste management development proposed in areas that ecologically support the integrity of sites of international importance.

Monitoring policy DM3

Monitoring ● Monitoring indicators 19, 20 & 21 (see Appendix A)

13. Site restoration and aftercare

13.1. Waste will be handled and treated in different types of facility; some temporary, others more permanent.

13.2. Where temporary waste management facilities are proposed, full provision should be made to return the site to an acceptable condition, either in a phased manner during operation or immediately on completion of the operational life of the development. Otherwise planning permission should not be granted.

13.3. Securing high standards of restoration and aftercare will contribute to delivering the Core Strategy vision and Plan objectives, particularly with respect to biodiversity and local quality of life.

13.4. Restoration schemes must form part of the development proposal at the planning application stage. For long-term waste sites, it may be appropriate to submit detailed proposals for restoration and aftercare as later stages of the development are reached, in the light of changing policies, techniques and operational experience. However, there is still a need to establish fundamental principles at the planning application stage.

13.5. Restoration and aftercare schemes should be both technically and economically feasible and their impacts should be fully assessed. The aim should be to create a scheme suitable for the site and compatible with the surrounding area.

13.6. Regardless of whether after-uses are proposed, the following key matters will be applicable to most restoration schemes:

- details of the proposed landform, including pre-and post settlement levels;
- phasing: where practicable, sites should be restored in progressive phases to minimise the environmental impact. Early restoration of those parts of the site which are most visible from sensitive areas may be an important consideration;
- management of hazardous wastes where they occur, including contaminated soils;
- removal of buildings, plant, structure, accesses and hardstandings not required for the long term management of the site;
- types, quantities and source of soils or soil-making materials to be used during restoration, set out in a soil management methodology;
- installation of drainage;
- consideration of the transport impacts at this stage to ensure they do not undermine restoration efforts, especially if the site is still operational;
- details of landscaping, including grass seeding and planting of trees and hedges;

- details of ecological restoration and enhancement, including target species and habitats and contribution to the wider ecological functioning of the landscape, and subsequent management; and
- a programme of aftercare: usually for five years following restoration of the site. Aftercare measures are required to ensure that the reinstatement is successfully completed.

13.7. For landfill sites, the long-term management of leachate and landfill gas must also form part of the restoration and aftercare plans.

13.8. Restoration and aftercare measures should generally help to maximise the range of appropriate after-uses for the site, depending on site type and location. Where after-uses are proposed, the planning authority will test their acceptability against broader Development Plan requirements.

POLICY

DM4: site restoration and aftercare

Planning permission for waste management development which does not constitute a permanent use of land will only be granted where acceptable restoration and aftercare measures will be implemented at the earliest practicable opportunity, either in a phased manner during operation or immediately on completion of the operational life of the development.

Monitoring policy DM4

Monitoring

- By local authority monitoring officer(s)

14. Safeguarding

14.1. Identifying suitable locations for waste management is a complex process, which must consider a range of factors including, but not limited to, the protection of the county's environmental and historic assets, flooding, population, proximity to waste arisings and transport infrastructure.

14.2. As stated in chapter 1, Somerset contains a wealth of areas designated for conservation. When combined with other constraints, in particular flooding, it is clear that suitable locations for proposed waste management development in Somerset are limited.

14.3. Consequently it is important that both operational and proposed waste sites – on land that is determined to be suitable for waste development – are safeguarded from development for non waste-related uses to ensure that an appropriate network of waste management facilities is maintained over the plan period. Information on waste sites should be sourced from Somerset County Council. (The Appendices in Waste Topic Paper 1 include information on waste sites in Somerset, which will be updated via annual monitoring.) For the purposes of policy DM5, existing waste sites are not considered to include historic (closed) landfill sites, since the reason for safeguarding is to protect permitted operational sites or permitted sites that are not yet operational but which may become operational within the plan period.

14.4. Furthermore, it is important that the operation of waste management facilities is not compromised by inappropriate development in their proximity which may lead to:

a) the closure or relocation of existing waste facilities; or
b) prevent the delivery of new or extended waste management development (for example, linked with an allocation in the County Council's Waste Site Allocations Development Plan Document or a facility with extant planning permission for a waste-related use).

14.5. Whilst the Site Allocations Development Plan Document will cover site-related matters in more detail, it is important that this Core Strategy sets adequate foundations on safeguarding, in response to national planning guidance and feedback through consultation. This foundation is established in policy DM5.

14. Safeguarding

POLICY

DM5: safeguarding waste management sites

Existing waste management sites, sites with planning permission for waste management facilities and sites allocated for waste-related uses will be safeguarded.

Proposals for non-waste development on or adjacent to these sites will be opposed unless it can be clearly demonstrated that:

a) the operation of any existing waste management facility is not, or will not be, detrimentally affected and the development proposal would not suffer unacceptable adverse impacts as a result of the operation of the waste management facility; or
b) there is an overriding need for the development in that location.

Monitoring policy DM5

Monitoring ● Monitoring indicators 4, 5 & 17 (see Appendix A)

15. Waste Transport

15.1. Waste is produced in all areas of Somerset. The Core Strategy needs to consider all wastes types, including:

- household waste;
- commercial and industrial waste;
- construction and demolition waste; and
- other wastes that generally require more specialised treatment.

15.2. Most waste streams, to a greater or lesser extent, need collection and transporting to appropriate facilities for treatment or disposal.

15.3. On-site treatment is possible and preferable for some materials, in particular inert waste. However, the majority of the county's waste is transported by road for treatment or bulking up for onward transportation.

15.4. Transporting waste by rail or water presents a range of potential benefits but also a number of challenges in Somerset due to the rural nature of the county, the dispersed nature and scale of waste arisings, and the infrastructure needed to deliver a multimodal approach to waste transport.[25]

The impact of waste transport

15.5. The carbon emissions from landfilling non-inert waste significantly exceed those from recycling, even when waste is transported relatively long distances for reprocessing (also see paragraph 6.9). This principle is highlighted in the Government Review of Waste Policy in England 2011, which states that "*…transporting waste to existing infrastructure to deliver the best environmental solution should not be considered a barrier.*"

15.6. Nonetheless waste transport has a range of potentially adverse impacts. These include increased road congestion, increased use of fuel, potentially poorer air quality, noise and vibration. Freight movements are often a large part of community concerns when a waste facility is proposed. With this in mind, good design principles and robust planning conditions (such as limiting the hours of freight movement) can help to deliver an appropriate and acceptable solution.

15.7. The policies in this Core Strategy seek to provide an appropriate framework for waste transport, balancing the benefits of treating waste close to its source with a broader view on the economic, environmental and social impacts of waste management.

[25]More information on the potential of rail and water transport can be found in Waste Topic Paper 3, which is available from www.somerset.gov.uk/mineralsandwaste

15. Waste Transport

Responding to national guidance

15.8. Current national planning policy embeds the need for planning to make a positive contribution to global sustainability by addressing the causes and potential impacts of climate change. This can be done by encouraging patterns of development that reduce the need to travel by private car or reduce the impact of moving freight.

15.9. Effective land use planning can deliver a pattern and scale of development that supports more sustainable transport whilst safeguarding and promoting the infrastructure that is needed.

15.10. Key issues regarding freight movement include:

- consideration of available transport infrastructure, including strategic routes and sites such as major freight interchanges;
- locating developments that generate freight traffic away from central, congested and residential areas when possible; and
- the promotion of rail or water freight over road haulage where possible.

15.11. When practicable and beneficial, the use of modes other than road to transport waste is supported in current national waste planning policy.[26]

15.12. The National Planning Policy Framework states that all developments that generate significant amounts of movement, as determined by local criteria, should be supported by a Transport Statement or Transport Assessment. This will help in reviewing the impact of the development on the major transport infrastructure and in identifying measures that would mitigate the adverse impacts of the development. The significance of transport movement will be relative to the context and developers should refer to relevant guidance - in particular Guidance on Transport Assessment available from the Department for Transport - and consult with the County Council.

15.13. Furthermore, the National Planning Policy Framework states that all developments that generate significant amounts of movement, as determined by local criteria, should be required to provide a Travel Plan, which will facilitate the implementation of sustainable transport modes for the movement of goods or people. Travel Planning Guidance is available from Somerset County Council.

15.14. Reference to a transport hierarchy can prove useful when devising a Travel Plan. Typically, a transport hierarchy is arranged as follows (in descending order of preference):

- walking;
- cycling;
- public transport;
- taxi/shared car; and finally (at the base of the hierarchy)
- private car.

[26]Planning Policy Statement 10: Planning for Sustainable Waste Management.

15. Waste Transport

15.15. Companies can set an example through their own policies and planning by managing how their vehicle fleet are deployed and how staff travel to, from and during work. Staff and fleet travel plans can help to inform the carbon impacts of a company's approach to employee transport.

Somerset County Council's Future Transport Plan

15.16. Somerset's Future Transport Plan 2011-2026 sets out the County Council's long-term strategy for getting the best from the local transport network. It includes a variety of policies that relate to waste transport. Arguably the most relevant is its freight policy:

"We will help hauliers choose the most appropriate routes and work to improve communication between communities and the hauliers that serve them."

15.17. Somerset's freight strategy, which is currently being developed, is expected to set a number of objectives that will help the County Council to deliver the above approach. A key objective will be to get the best out of the existing network, particularly by encouraging the use of strategic routes and rail or water freight.

Planning for efficient waste transport

15.18. An important role of the Waste Core Strategy will be to limit the impact of waste management on the road network. One way this can be achieved is to promote modes of transport other than road.

15.19. Research indicates that Somerset's current rail and water networks offer limited scope for waste transport within Somerset.[27]

15.20. Where water or rail transport is not possible, it is important to ensure the most appropriate routes are used to move freight by road. Facilities that require waste to be transported by road need to be located near a strategic freight route and away from known problem areas. The Core Strategy delivers this steer via its spatial strategy.

15.21. By encouraging the co-location of waste facilities in its definition of strategic sites and broad location principles (DM1), the Core Strategy further supports reduced vehicle movements and, as a consequence, reduced carbon emissions.

[27]Waste Topic Paper 3 goes into more detail on the different options for waste transport in Somerset. It can be downloaded from www.somerset.gov.uk/mineralsandwaste

15. Waste Transport

15.22. The efficient use of space during storage and transport helps to reduce the impact of waste transport on the road network. This can be facilitated by various measures including, but not limited to:

a) waste compaction; for example, on-site crushing plastic bottles and cardboard; and
b) making optimal use of the vehicle fleet; for example, lorries used to deliver primary aggregates back-hauling waste aggregates for recycling (see 10.12 for more information).

POLICY

DM6: waste transport

Planning permission will be granted for waste management development subject to the applicant demonstrating that:

a) the proposed development will not have a detrimental impact on Somerset's local and strategic transport networks; or adequate and deliverable measures to mitigate such an impact are integrated within the proposal. A Transport Assessment and Travel Plan will be required for development that will generate significant transport movements; and
b) suitable access to the development is deliverable; and
c) alternatives to road transport for waste have been adequately explored and will be pursued if they are demonstrated to be practicable and beneficial.

In addition, for proposals located outside the zones in the key diagram, applicants will be required to demonstrate that the proposed development is well connected (via suitable transport routes) to the community or business(es) that the development is intended to serve.

Monitoring DM6

Monitoring ● Monitoring indicators 22, 23 & 24 (see Appendix A)

16. Water resources

16.1. The Waste Core Strategy must consider the water environment through its policies and ensure that waste management development does not cause unacceptable harm to the local water environment.

16.2. Somerset has many surface water features such as ponds, streams, rhynes and rivers.

16.3. At the time of writing the Waste Core Stratetgy, the county's coastline is the subject of a separate project – the Somerset Coastal Change Pathfinder – which seeks to assist coastal communities who are most at risk from issues associated with sea level rise and help them to adapt.

16.4. Additionally, groundwater resources must be taken into account, particularly within areas underlain by designated aquifers and within Source Protection Zones delineated around important abstractions. For example, the impacts on groundwater must be given due consideration when development is proposed on previously developed and/or contaminated land.

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An evolving regulatory system
When implementing its Minerals and Waste Local Development Framework, the County Council will need to be mindful of emerging national and international policy including, but not limited to, the Water Framework Directive (2000/60/EC) and the Flood and Water Management Act 2010.

Water availability and quality

16.5. There are a number of questions to consider when assessing potential impacts on the water environment, such as:

- will a proposed development affect groundwater resources?
- will it impact on surface water quality or contribute to flood risk?

16.6. Water availability and quality are of paramount importance. Any adverse effects and changes to the water system could have far reaching geographical and environmental consequences. Consequently, waste management development is unlikely to be acceptable if it is likely to adversely affect the quality and quantity of groundwater resources, water courses and other surface water bodies.

16.7. One way in which groundwater can be protected is through the use of groundwater protection designations, administered by the Environment Agency. Somerset has a number of groundwater protection designations, in particular in the Mendips. Acknowledging this, source protection zones have been highlighted as constraints in the work on identifying potential broad locations for strategic waste management in Somerset (see Waste Topic Paper 2 on Broad Locations for Strategic Waste Management Facilities for more information).

16.8. Consultation with stakeholders has supported the need to protect water quality in Somerset and also linked the issue of water resources with strategic flood risk.

16. Water resources

Flood risk

16.9. Much of the county is low lying and considered to be at risk of flooding. The importance of flood risk in Somerset has been established via Strategic Flood Risk Assessment.

16.10. The extent of this risk varies across the county. The most obvious way to mitigate flood risk in waste management development is to locate the development in areas of low flood risk (in Flood Zone 1). If there are no appropriate sites available in areas of low flood risk, then areas of higher flood risk could be considered. Waste management development classified as "highly vulnerable" to flood risk - in particular, development requiring hazardous substances consent - would not be appropriate in Flood Zone 3a or 3b (refer to Technical Guidance to the National Planning Policy Framework for more information).

16.11 If areas more prone to flooding are preferred for operational or other reasons, applicants will be required to prepare and submit a Flood Risk Assessment in support of their planning application.

16.12. There are various ways to reduce flood risk when preparing plans for a new development. These include incorporating sustainable drainage systems (in accordance with DM2 and the Flood and Water Management Act 2010) and other flood resilience measures. Waste management development is unlikely to be acceptable if it is located on land at high risk from flooding or where the proposal demonstrably exacerbates flood risk, unless the applicant can demonstrate suitably robust mitigation measures.

16.13. Further information on flood risk is provided in Waste Topic Paper 8: Strategic Flood Risk Assessment, Waste Topic Paper 2: Broad Locations for Strategic Waste Management Facilities and in other sections of the Waste Core Strategy.

16. Water resources

POLICY

DM7: water resources

Planning permission for waste management development will be granted subject to the applicant demonstrating that:

a) adequate provision has been made to protect ground, surface and coastal water quality; and
b) the proposed development will not have an unacceptable impact on the volumes, direction and rates of flow of ground and surface water; and
c) the proposed development will not exacerbate flood risk. Flood Risk Assessments will be required for waste management development in areas at risk of flooding or where the development may lead to flooding elsewhere.

Monitoring DM7

Monitoring ● Monitoring indicator 25 (see Appendix A)

17. Waste Water Treatment

17.1. Most waste water (sewage) treatment facilities are relatively small and well distributed across the county. They form an important part of Somerset's community infrastructure.

17.2. Additional sewage treatment capacity can be provided by extending existing facilities or building new facilities. The level of additional capacity required in Somerset will be influenced by growth projections for residential and industrial development, which are determined by the county's District and Borough councils. Consequently, the relevant public authorities and water companies must liaise closely to:

a) understand the need for and potential location of new waste water treatment development in Somerset;
b) ensure that the adverse impacts of any such development do not significantly and demonstrably outweigh the benefits; and
c) facilitate opportunities for increased water efficiency in new development to lessen the impact of new development on existing sewerage infrastructure and sewage treatment works.

17.3. The potential impacts of sewage treatment works will vary depending on their size and location. Typical impacts include odour, visual impact, noise, transport of materials and impact on the local water system; however, these impacts can be minimised through careful site design and layout.

17.4. In preparing proposals for waste water treatment, just as for other types of waste management development, applicants should be mindful of the requirements in all Development Management policies and the wider Development Plan - see the box on page 83 for further information on the evolving regulatory system.

Mitigating flood risk

17.5. Climate change will have implications for waste water management and the suitability of locations for new or extended development. Waste water infrastructure needs to be close to a watercourse to discharge the treated effluent. Consequently such locations may be at increased risk from flooding and storm damage, especially where they are within a flood plain. In turn, lower river flows may limit the capacity of rivers to accept discharges from sewage treatment works. As a result, new or improved ways of managing the use and disposal of waste water may be required.

Co-treatment with other organic material

17.6. There may be potential for sewage treatment sites to accommodate the treatment of other waste types, noting that anaerobic digestion can be used to process sewage sludge and household or commercial food waste. Applicants will be encouraged to explore co-treatment opportunities, adhering to the basic location principles in DM1 and the appropriate regulatory regimes (not least so that a local market is available for the treated digestate).

17. Waste Water Treatment

POLICY

DM8: waste water treatment

Planning permission for waste water storage, pumping and treatment development will be granted subject to the applicant demonstrating that proposals:

a) avoid the unnecessary use of areas at risk from flooding;
b) establish links to existing sewerage infrastructure where possible; and
c) have access to a suitable outlet for discharge of treated water, recognising the need to minimise pumping and the capacity of the outlet to accommodate discharges.

Applicants will be encouraged to explore opportunities for co-treatment of sewage sludge with other organic material.

Monitoring DM8

Monitoring ● Monitoring indicator 26 (see Appendix A)

18. Radioactive Waste Management

18.1. Radioactive waste can be divided into several different subcategories. These are briefly detailed below:

- High level (sometimes known as heat-generating) waste (HLW) – generated as a by-product from the reprocessing of spent fuel. Approximately 0.1% of radioactive waste produced in the UK is HLW; this percentage contains about 95% of the total radioactivity of all nuclear waste.
- Intermediate level waste (ILW) – ILW arises mainly from the reprocessing of spent fuel and from general operations and maintenance at nuclear power sites. Approximately 10% of the radioactive waste produced in the UK is ILW.
- Low level waste (LLW) - generally made up of everyday materials such as plastics, glass, metals and paper which have come into contact with radioactive liquids or powders. This waste stream accounts for about 90% of the solid radioactive waste in the UK (by volume); it contains about 0.1% of the total radioactivity.
    - A sub section of this last category is Very Low Level Waste (VLLW). As its name suggests, this type of waste contains very low levels of radioactivity. Certain waste management facilities can accept this waste type alongside non-radioactive wastes under a special permit which can be issued by the Environment Agency.

18.2. Material contaminated (by radioactive material) in the course of its production, storage or use is considered to be radioactive waste.

Regulation: some of the basics

The disposal of radioactive wastes is regulated in the UK under the Environmental Permitting (England and Wales) Regulations 2010.

The UK has robust legislative and regulatory systems in place for the transport of radioactive wastes. Transport of radioactive wastes is, and will continue to be, required to meet a number of national and international requirements to ensure the safety and security of such materials. Radioactive waste is classified as dangerous goods (Class 7/9) under EU regulations. As such, the transport of such material is governed by a number of regulations including:

- The Carriage of Dangerous Goods and Use of Transportable Pressure Equipment Regulations 2009
- European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR) 2011

18. Radioactive Waste Management

Radioactive waste management in Somerset

18.3. The waste hierarchy and a desire to minimise "waste miles" are common principles in the management of all waste types. While they can be applied to the management of radioactive waste, they require special consideration in this context; in particular, to acknowledge the strategic role played by a small number of facilities that manage radioactive waste. Central government ensures there is a co-ordinated approach to radioactive waste management across England by setting appropriate national policy.

18.4. Hinkley Point is the main producer of radioactive waste in Somerset. Hinkley Point A is no longer operational but has yet to be fully decommissioned. It is managed by Magnox Limited. Hinkley Point B remains operational, managed by EDF Energy. EDF is also proposing a new nuclear power station (Hinkley Point C). At the time of writing the Waste Core Strategy, permission to construct Hinkley Point C has yet to be granted. This decision will be taken by central government. There may be potential, which the Waste Core Strategy Policy DM9 is shaped to support, to treat and store radioactive waste from the different facilities on-site within common infrastructure, subject to all necessary forms of control and the respective parties being comfortable that this is supported by a robust business case. It is imperative that robust policy is in place to deal with the expected arisings, both from the existing facilities and the proposed Hinkley Point C development.[28]

18.5. Longer term, central government is committed to the development of a geological disposal facility (GDF). Once operational, it is expected that this facility would act as a central point for disposal of all England's higher level radioactive waste.

18.6. Much of the country's low level waste (LLW) is currently sent to the Low Level Waste Repository (LLWR) near Drigg, managed by LLWR Ltd. Making best use of the operational capacity of this highly-engineered facility is crucial. This can be achieved in various ways, including pre-compaction, diversion of combustible LLW for incineration, diversion of metals for recycling and potentially the disposal of lower activity LLW in suitably permitted landfills. The County Council will work with LLWR Ltd, the nuclear power industry and other interested parties to make best use of available capacity.

18.7. The disposal of 'lower activity' low level radioactive waste at suitable landfill sites may in certain circumstances be permitted by the Environment Agency without the need for any further specific planning permission. Where planning permission is required, either at an existing facility or for a new site for this purpose, the proposal would be subject to policies WCS4, DM3 and DM7 in particular and other relevant policies in the Development Plan. Paragraph 8.16 also refers.

[28]Other small producers of radioactive waste can include medical, educational and military establishments; however, there is no evidence to suggest that significant quantities of such material is generated in Somerset or that such "non-nuclear industry" radioactive waste requires bespoke coverage in the Waste Core Strategy.

18. Radioactive Waste Management

18.8. For more detailed information about radioactive waste management in Somerset, and information about the proposed GDF, please see Waste Topic Paper 6: Radioactive Waste available from www.somerset.gov.uk/mineralsandwaste

Learning from consultation

18.9. The County Council's Issues and Options consultations on the approach to radioactive waste management have revealed strong support for not importing radioactive waste to Hinkley Point from outside Somerset without full and transparent justification.

18.10. Over two thirds of respondents considered it would be reasonable to allow the storage of intermediate level waste and spent fuel at Hinkley Point pending its long-term disposal at a suitable radioactive waste geological repository.

18.11. During consultation, stakeholders raised concerns about radioactive waste storage, querying if on-site storage would in reality be in perpetuity. The impacts of long-term interim storage need to be carefully considered and appropriate measures taken to mitigate or offset those impacts.

18.12. Robust economic and environmental assessments including, but not limited to, those required under Habitat Regulations (or its successor) are required to accompany any application associated with radioactive waste management at Hinkley Point due to the scale of the development associated with new nuclear build and the special requirements for radioactive waste management.

POLICY

DM9: radioactive waste treatment and storage

Planning permission for the treatment and/or interim storage of radioactive waste at Hinkley Point will be granted within the licensed area subject to the applicant demonstrating that the proposed development:

- is consistent with national strategy for radioactive waste management; and
- includes adequate measures to mitigate adverse impacts on the environment and local community or, as a last resort, proportionately compensate for or offset such impacts; and
- is supported by robust economic and environmental assessments.

Monitoring DM9

Monitoring ● Monitoring indicator 27 (see Appendix A)

Implementation & Monitoring

Figure 2: The evolving nature of delivery priorities over the plan period

19. Implementation & Monitoring

19.1. The Waste Core Strategy Development Plan Document sets out the vision for waste management in Somerset and the policies needed to achieve the vision. It is shaped to minimise waste generation and maximise the use of unavoidable waste as a resource. Figure 2 opposite presents a graphic of the timeline for implementation, picking out identified priorities.

19.2. This Development Plan Document should be read as a whole. Proposals will be judged against all relevant policies in the Development Plan.

19.3. The Joint Municipal Waste Management Strategy managed by the Somerset Waste Partnership (SWP) influences and is influenced by the Core Strategy, in particular linked with the expectations placed on SWP's strategic waste contractor(s).

19.4. Ultimately the private waste management sector is the most significant stakeholder in terms of delivery, because it will be the private sector that invests in the development. Without this investment the vision and objectives will not be met.

19.5 Table 6 summarises important links with key delivery partners. This is not meant to be comprehensive; instead, it highlights some of the key partners involved in delivering the strategic policies of the Waste Core Strategy. Delivery against the Development Management policies, in terms of proposals, is the responsibility of the developer enforced by the Waste Planning Authority.

Table 6: Delivery partners for strategic policies

	Somerset County Council	District and Borough Councils	Somerset Waste Partnership and its strategic partners	Local communities	Waste industry	Construction & demolition industry	Minerals industry	Environment Agency	Other government agencies
WCS1: waste prevention	✔	✔	✔	✔		✔	✔	✔	
WCS2: recycling and reuse	✔	✔	✔	✔	✔	✔	✔	✔	
WCS3: other recovery	✔	✔	✔	✔	✔			✔	✔
WCS4: disposal	✔		✔		✔			✔	
WCS5: location of strategic waste sites	✔	✔	✔	✔	✔			✔	✔

19. Implementation & Monitoring

Monitoring

Why?

19.6. Monitoring of the adopted Waste Core Strategy is needed to check that the Strategy is delivering what it set out to deliver, considered against the Plan objectives and mindful of the sustainability objectives in the Sustainability Appraisal.

19.7. If the management of Somerset's waste is heading in an unsustainable direction, effective monitoring can provide the warning signs so that the Strategy can be reviewed and, if appropriate, revised.

19.8. The benefits of monitoring are highlighted as part of implementing the European Strategic Environmental Assessment (SEA) Directive, 2001. It is particularly important to react promptly if adverse impacts are identified.

19.9. The Sustainability Appraisal of the Core Strategy includes a chapter on monitoring and proposed indicators.

How?

19.10. The County Council has produced an Annual Monitoring Report (AMR) since inception of its Minerals and Waste Local Development Framework. The AMR collates data on waste production, remaining landfill void space and changes to the county's waste management capacity (amongst a range of factors).

19.11. Production of an AMR by the County Council will continue, helping to keep track of the county's position and performance. Monitoring data presented in Appendix A will be included as a minimum, together with interpretation of that data and any resulting recommendations. The AMR will be made available to the public annually via the County Council website and on request.

What?

19.12. For monitoring to be effective it is important to select most relevant indicators and ensure that an efficient approach is taken to data collection. Collating large quantities of data without a clear rationale will be time consuming, costly and may not show whether the Core Strategy is effective or in need of revision.

19.13. Contextual indicators detailed in Appendix A help to set the scene within which the Waste Core Strategy is operating.

19.14. Monitoring indicators in Appendix A will enable the policies in this Strategy to be monitored for effectiveness.

19.15. It may transpire that the Strategy is entirely appropriate and fit for purpose but is undermined by the policies not being properly applied. If this is the case the County Council will work closely with the waste industry and other partners to ensure policies are applied correctly. If it is found that individual policies are not effective or the Plan objectives are not being met the policies of the Strategy will be reviewed and revised as required.

Appendices

Appendix A: Monitoring indicators

CONTEXTUAL INDICATORS

	Description	Monitoring method	Baseline (if relevant)	Target (if relevant)	Policy reference	Signs that corrective action may be needed	Additional Notes
c1	Population of Somerset		530,200 (2010)	Monitor only			
c2	GVA (£ per full time equivalent)		£37,959 (2008)	Monitor only			GVA stands for Gross Value-Added and is a generally accepted measure of the value of goods and services produced in an area, industry or sector
c3	Municipal waste arisings		257,298 tonnes (2009/10)	A basic aim would be to decrease the amount of waste generated each year. Underlying this and arguably of greater significance is to decouple waste growth from economic growth	WCS1	Significant increase in arisings Waste production not decoupled from economic growth / position	Baseline excludes hardcore arisings
c4	C&I waste arisings: collate and analyse available data		488,000 tonnes (2009)		WCS1		May require local survey if insufficient national data available Likely to be impractical to monitor on annual basis

CONTEXTUAL INDICATORS (continued)							
	Description	**Monitoring method**	**Baseline (if relevant)**	**Target (if relevant)**	**Policy reference**	**Signs that corrective action may be needed**	**Additional Notes**
c5	Indicative requirements for residual waste treatment		93,000 tonnes of residual MSW and 103,500 tonnes of residual C&I waste (mid 2011)	Monitor only	WCS3		Contextual indicator c5 monitors the required level of "other recovery" Monitoring indicator 5 (page 101) monitors permitted capacity
c6	C&D waste arisings: collate and analyse available data		649,343 tonnes (2009)	A basic aim would be to decrease the amount of C&D waste generated each year. Underlying this and arguably of greater significance is to decouple waste growth from economic growth	WCS1	Significant increase in C&D waste arisings C&D waste production not decoupled from economic growth/ position	Likely to be impractical to monitor on annual basis Reliable data on C&D waste arising are particulary hard to obtain
c7	Number of planning applications for waste management development: a) received b) determined c) granted		Established through annual monitioring process (2011/12)	Monitor only	All		Applications determined by District and Borough Councils can include a waste element to the proposal, in particular some renewable energy applications

MONITORING INDICATORS: recycling rates

	Description	Monitoring method	Baseline (if relevant)	Target (if relevant)	Policy reference	Signs that corrective action may be needed	Additional Notes
1	MSW recycling rate		48% (2009/10)	62% (2016) 68% (2020) 69% (2028)	WCS2	Failure to meet target or decline in recycling rate	Data on MSW arising are supplied by the Somerset Waste Partnership (excluding hardcore)
2	C&I waste recycling rate		58% (2009)	62% (2016) 68% (2020) 69% (2028)	WCS2		May require local survey if insufficient national data available Likely to be impractical to monitor on annual basis
3	C&D waste recycling rate		72% (2009)	74% (2016) 76% (2020) 79% (2028)	WCS2		Likely to be impractical to monitor on annual basis Reliable data on C&D waste arising and management are particulary hard to obtain

MONITORING INDICATORS: changes to capacity							
	Description	**Monitoring method**	**Baseline (if relevant)**	**Target (if relevant)**	**Policy reference**	**Signs that corrective action may be needed**	**Additional Notes**
4	Recycling capacity		1,213,603 tonnes (2010)	Monitor only	WCS2 DM5		Permitted capacity to be monitored annually, whilst revisions to Waste Topic Paper 1 can look in more detail at operational capacity
5	Other recovery capacity		45,000 tonnes (2011)	200,000 tonnes operational capacity	WCS3 DM5	Failure to meet identified need for other recovery	Refer to C5 (page 99) for changes to target There is no operational capacity for "other recovery" in Somerset in 2011 (see chapter 7 for more information)
6	Non-inert landfill capacity		5,146,000m^3 (2010)	Monitor only	WCS4		Informed by landfill survey 2010. Also can be checked against data published by the Environment Agency
7	Inert landfill capacity		900,000m^3 (2010)	Monitor only	WCS4		

MONITORING INDICATORS: site waste, recycled aggregates and energy from waste							
	Description	**Monitoring method**	**Baseline (if relevant)**	**Target (if relevant)**	**Policy reference**	**Signs that corrective action may be needed**	**Additional Notes**
8	Site waste management	Assess the quality of site waste management plans for major development proposals	Established through annual monitoring process (2011/12)	All applications supported by suitable level of detail on waste prevention and sustainable waste management	WCS1 DM2	Major applications permitted without due consideration to waste prevention and sustainable waste management	Refer to WCS1 for more information
9	Recycled aggregates	Minerals survey work	200,000 tonnes (2009)	Increase	WCS2	Decrease in production of recycled aggregates	This will not give a total figure for recycled aggregate production in Somerset but will indicate trends in production The data will need to be considered in the context of waste prevention initiatives and on-site reuse of inert material
10	Energy from waste (EfW)	MW generated from waste e.g. from landfill gas, sewage gas, anaerobic digestion, incineration, gasification or pyrolysis	9.2 MW (2010/11)	Monitor only	WCS3		EfW output (MW) should not increase year on year in perpetuity since that is likely to undermine waste prevention, reuse and recycling

MONITORING INDICATORS: waste disposal

	Description	Monitoring method	Baseline (if relevant)	Target (if relevant)	Policy reference	Signs that corrective action may be needed	Additional Notes
11	Landfill rate for MSW		51% (2009/10)	10% (2016) 8% (2020) 8% (2028)	WCS4	Insufficient reduction in landfill rate	Baseline excludes hardcore arisings
12	Biodegradable MSW sent to landfill		82,196 tonnes (2009/10)	Zero (2016)	WCS4	Biodegradable MSW sent to landfill after 2016	Revision of the European Landfill Directive and/or changes in UK legislation may result in new targets on biodegradable waste management Achieving this target will be strongly linked to provision of residual MSW treatment capacity
13	Tonnage of C&D waste to non-hazardous landfills in Somerset		60,620 tonnes (2009)	52,309 (2016) 79,787 (2020) 30,351 (2028)	WCS2 WCS4	Lack of capacity to accommodate C&D waste	The theoretical peak in 2020 links with the proposed arisings from the development at Hinkley Point C
14	Hazardous waste sent to landfill		Established through annual monitoring process (2011/12)	Monitor only	WCS4	Lack of capacity to accommodate hazardous waste	Work in particular with data provided by the Environment Agency

MONITORING INDICATORS: spatial strategy and safeguarding							
	Description	**Monitoring method**	**Baseline (if relevant)**	**Target (if relevant)**	**Policy reference**	**Signs that corrective action may be needed**	**Additional Notes**
15	Location of waste sites	Number of waste management facilities permitted within the four zones	Established through annual monitoring process (2011/12)	Monitor only	WCS5	If planning permission is granted that deviates from planning policy	
16	Co-location	Number of waste management facilities permitted where there is relevant adjacent existing or permitted development			WCS5 DM1		Adjacent development in this context refers to waste development or non-waste development that has the potential to use by-products from waste treatment
17	Loss of sites	Number of non-waste developments permitted on existing, permitted or allocated waste sites		Zero	DM5	Two or more waste sites lost to non-waste development	Informed by feedback from the waste industry and engagement with District and Borough Councils

MONITORING INDICATORS: design & impacts

	Description	Monitoring method	Baseline (if relevant)	Target (if relevant)	Policy reference	Signs that corrective action may be needed	Additional Notes
18	Sustainable construction and design	Percentage of applications that incorporate sustainable construction and design	Established through annual monitoring process (2011/12)	100%	DM2	If planning permission is granted that deviates from planning policy	
19	Adverse impacts	Number of complaints associated with waste management development relating to noise, dust, odour etc.		Monitor only	DM3	Receipt of complaints by District and Borough Councils relating to noise, dust, odour etc.	Refer to policy DM3 for more information on the impacts of proposed development. Somerset County Council has an adopted biodiversity strategy named "Wild Somerset". Implementation of "Wild Somerset" and any successor strategy will require collaboration between the relevant authorities and appropriate monitoring. This may prompt a revision to the Core Strategy's monitoring indicator 21.
20	Beneficial impacts	Value of benefits to local communities (e.g. through S106 / Community Infrastructure Levy) from waste management development					
21		Biodiversity offset for land accommodating waste facilities: a) number of sites requiring offset b) the amount of offset					

MONITORING INDICATORS: waste transport

	Description	Monitoring method	Baseline (if relevant)	Target (if relevant)	Policy reference	Signs that corrective action may be needed	Additional Notes
22	Waste transport	Adherence to policy DM6 regarding Transport Assessments	Established through annual monitoring process (2011/12)	Submission of acceptable Transport Assessment or Travel Plan with 100% of developments that will generate significant transport movements	DM6	Two or more relevant developments not supported by a Transport Assessment	
23		Adherence to policy DM6 regarding Travel Plans				Two or more relevant developments not supported by a Travel Plan	
24		Estimated quantity of waste transported by rail or water (tonnes)		Increase			It is acknowledged (in chapter 15) that Somerset's rail and water networks offer limited scope for waste transport

MONITORING INDICATORS: water resources, waste water and radioactive waste							
	Description	**Monitoring method**	**Baseline (if relevant)**	**Target (if relevant)**	**Policy reference**	**Signs that corrective action may be needed**	**Additional Notes**
25	Flood risk	Number of sites where waste facilities are permitted in areas of high flood risk (Flood Zone 3)	Established through annual monitoring process (2011/12)	Monitor only	DM7	If planning permission is granted that deviates from planning policy	Waste development is not prohibited in areas of higher flood risk; but the risk must be formally assessed and appropriately mitigated
26	Waste water	Number of applications that are: a) approved; b) approved but deviate from planning policy; c) refused		a) Monitor only b) Zero c) Monitor only	DM8		
27	Radioactive waste	Number of applications: a) approved; b) approved but deviate from planning policy; c) refused		a) Monitor only b) Zero c) Monitor only	DM9		There is extant planning permission on the Hinkley Point A site for an ILW store

Appendix B: Glossary of Terms

This informal Glossary of Terms has been prepared by Somerset County Council based on the most recent definitions available. It is non-exhaustive, has not been independently checked or verified and will be subject to revision during the Plan Period. It is written to help explain terms used in the County Council's work on waste planning.

A

Agricultural Waste
Waste from premises used for agriculture referring to the Agriculture Act 1947.

AD **Anaerobic Digestion**
A process where biodegradable material (such as food) is encouraged to breakdown in the absence of oxygen. This changes the volume and nature of the material and produces a gas from which energy can be recovered.

AMR **Annual Monitoring Report**
Part of the Local Development Framework, this annual report assesses the implementation of the Local Development Scheme (also known as the MWDS) and the extent to which policies are being successfully applied.

AHAP **Area of High Archaeological Potential**
An area assessed to have high archaeological interest.

AONB **Areas of Outstanding Natural Beauty**
Landscape area of high natural beauty which has special status, and within which major development will not be permitted unless there are exceptional circumstances. AONBs are designated under the 1949 National Parks and Access to the Countryside Act.

B

BAP **Biodiversity Action Plan**
A plan identifying targets improving and protecting biodiversity in an area. There are regional, county and local Biodiversity Action Plans.

Biodegradable
Susceptible to degradation, usually by micro-organisms, leading to the release of heat, carbon dioxide, methane and organic residues.

Biodegradable Waste
Any waste that is capable of undergoing anaerobic or aerobic decomposition, such as food waste, garden waste, paper and cardboard.

Biological Treatment
Any biological process that changes the properties of waste.

C

CHP **Combined Heat and Power**
A waste treatment process which uses waste as a fuel source to generate electricity and heat. CHP facilities are usually located in close proximity to energy demand.

CLG **Department for Communities and Local Government**
Government department with responsibility for planning, building and associated environment as well as regeneration and economic growth.

C&I **Commercial and Industrial Waste**
Commercial waste is waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding municipal and industrial waste. Industrial waste is waste from any factory and from any premises occupied by an industry (excluding mines and quarries).

Community benefit
Benefits either in financial or material form reaped by communities where waste facilities are located; for example, reduced-cost heating from a waste facility.

Compensation
Measures and/or monies provided to a community where waste management development will be located, with a view to mitigating or offsetting identified residual impacts arising from such development.

Composting
A biological, aerobic (in the presence of oxygen) process in which organic waste such as garden waste converted into a stable granular material, which can be applied to land to improve nutrient content.

Conservation Area
An area designated for its special architectural and historic interest.

C&D **Construction and Demolition Waste**
Waste arising from the construction, repair, maintenance and demolition of buildings and structures.

Controlled waste
A waste type comprised of household, industrial, commercial, hazardous (special), clinical or sewage waste which requires a waste management permit for treatment, transfer and disposal. There are some exemptions, such as mine waste and radioactive waste, which are covered by other legislation.

D

DEFRA **Department for the Environment, Food and Rural Affairs**
Government department with national responsibility for sustainable waste management.

Development Plan
Technically, the statutory development plan currently comprises the relevant Development Plan Documents (DPD) for an area (produced by Local Planning Authorities and Waste Local Planning Authorities) and the Regional Spatial Strategy 10 (RSS10). As the south west RSS has never been formally published, having only reached the "Proposed Changes" stage, RSS10 is formerly comprised of Regional Planning Guidance Note 10 (RPG10) and the saved policies of Structure Plans, formally produced by County and Unitary (Strategic Planning) Authorities. Given the period of time which has elapsed since publication of RPG10 (2001) and many saved Structure Plan policies, when considering planning applications and Strategy development, due regard should be had to documents such as the draft RSS and Proposed Changes and the evidence which underpins them (as "material considerations"). The Coalition Government has announced its intention to revoke RSSs, which will take affect on enactment of the Localism Bill. Proposals for changes to the planning system are likely to include clarification of what will, in future, constitute the development plan.

Disposal
Disposal technically means any operation which is not recovery even where the operation has as a secondary consequence the reclamation of substances or energy. Annex I of the revised European Waste Framework Directive sets out a non-exhaustive list of disposal operations.

DPD **Development Plan Document**
These are spatial planning documents that are subject to independent examination (by a planning inspector). They form part of the Minerals and Waste Development Framework.

E

EfW **Energy from Waste (also termed energy recovery)**
Includes a number of established and emerging technologies through which energy is recovered from waste. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through (for instance) incineration with electricity generation, gasification, pyrolysis or refuse derived fuel.

EA **Environment Agency**
The principal environmental regulator in England and Wales. Established in April 1996 to combine the function of former waste regulation authorities, the National Rivers Authority and Her Majesty's Inspectorate of Pollution. Intended to promote improved waste management and consistency in waste management and consistency in waste regulation across England and Wales.

EqIA **Equalities Impact Assessment**
A statutory document in the Local Development Framework. This document is an analysis of policy, service or function. It assesses the implications of the decisions on the communities that may be affected.

Evidence base
A collective term for the documents, studies, reports and consultation responses used to underpin waste planning policy.

EU Landfill Directive
The commonly used term for European Union Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste. The Directive's overall aim is "to prevent or reduce as far as possible negative effects on the environment, in particular the pollution of surface water, groundwater, soil and air, and on the global environment, including the greenhouse effect, as well as any resulting risk to human health, from the land filling of waste, during the whole life-cycle of the landfill".

EWC **European Waste Catalogue**
This classifies waste materials and categorises them according to what they are and how they were produced. This catalogue is referred to in a number of European Union Directives on waste management.

EiP **Examination in Public**
The process by which an Independent Planning Inspector (from PINS, the Planning Inspectorate) publicly examines the Waste Core Strategy, or any other Development Plan Document before issuing a report on its soundness.

Exempt sites
Sites that have been agreed by the Environment Agency not to require a waste management permit because of the nature and purpose of the site, and the volume of waste deposited.

F

Food Waste
Food waste is any food substance, raw or cooked, which is discarded, or intended or required to be discarded.

G

Garden Waste
Waste arisings from gardens such as flower and grass cuttings, and hedge trimmings.

Grade I, II & II* Listed Buildings
Nationally important buildings placed on the Statutory List of Buildings of Special Architectural or Historic Interest.

Groundwater
Water associated with rocks or soil below the ground surface.

H

Hazardous Waste
Hazardous waste means waste which displays one or more of the hazardous properties listed in Annex III of the revised European Waste Framework Directive (http://ec.europa.eu/environment/waste/legislation/a.htm).

Household Waste (also see municipal solid waste)
As a major component of the municipal waste stream, household waste includes waste from kerbside collection, bulky waste collection, hazardous household waste collection, garden waste collection and waste collected via household waste recycling centres.

I

IVC **In-Vessel Composting**
Composting which takes place in specially designed vessels that control moisture, temperature and aeration of the composting process, allowing rapid decomposition of biodegradable waste.

Incineration
The controlled burning of waste which reduces volume or toxicity. Energy recovery from incineration can be achieved by utilising the calorific value of paper, plastic etc, to produce heat or power. Also refer to Energy from Waste.

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

K

Kerbside Collection
Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. In Somerset, the household kerbside collection is known as 'Sort It!'.

L

Landfill
The deposit of waste onto and into land in such a way that pollution or harm to the environment is minimised and through which land may be used for another purpose. Landfill disposal lies at the base of the waste management hierarchy (see page 9).

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

Licensed Sites
A waste disposal or treatment facility that is licensed under the Environmental Protection Act for that function.

LDD **Local Development Document**
A Local Development Document will form part of the Local Development Framework and can either be a Development Plan Document (DPD) or a Supplementary Plan Document (SPD). Somerset County Council is responsible for producing a Minerals and Waste Development Framework containing Minerals and Waste Local Development Documents.

LDF **Local Development Framework**
The Local Development Framework comprises a portfolio of local development documents that will provide the framework for delivering the spatial planning strategy for the area. Where waste is concerned it is also called the Minerals and Waste Local Development Framework.

LNR **Local Nature Reserves**
An area of particular wildlife interest declared by a local authority under Section 21 of the National Parks and Access to the Countryside Act 1949, and usually managed by them.

LTP **Local Transport Plan**
A statutory plan produced by Somerset County Council detailing its approach to transport.

M

MRF **Materials Recycling Facility**
A site where recyclable waste is mechanically or manually separated, bulked and stored prior to reprocessing.

MBT **Mechanical Biological Treatment**
The treatment of residual waste using a combination of mechanical separation and biological treatment.

Metallic Waste
Scrap metal waste, aluminium, copper, lead and other mixed metal wastes.

MWDS **Minerals and Waste Development Scheme**
A document which sets out the documents that Somerset County Council intends to produce within its Minerals and Waste Development Framework, and the timetable for producing them. This can be downloaded from www.somerset.gov.uk/mineralsandwaste

Mitigation
A process by which the frequency, severity or size of adverse effects of a waste facility are identified (for example, increased traffic movements on local roads) and reduced or eliminated (by measures such as for example, operating hour restrictions).

MSW **Municipal Solid Waste**
Waste collected and disposed of by or on behalf of a local authority, consisting mainly of household waste and a proportion of commercial waste.

MWMS **Municipal Waste Management Strategy**
A Municipal Waste Management Strategy provides a long-term service development strategy for municipal waste. The municipal waste management strategy in Somerset is developed and delivered by the Somerset Waste Partnership.

N

NNR **National Nature Reserve**
An area designated by Natural England to protect and conserve nationally important areas of wildlife habitat and geological formations and to promote scientific research.

NP **National Parks**
National Parks in the UK are areas which were mostly set aside in the 1950s and 1960s by the state because of their outstanding value in terms of natural beauty, ecological, archaeological, geological and other features, and recreational value. There are fifteen National Parks in the UK. National Parks are run by National Park Authorities.

Non-metallic Waste
Includes wastes such as glass wastes, plastic wastes, paper and cardboard wastes, rubber wastes, wood wastes and textile wastes.

Non-operational waste sites
Licensed waste sites which have planning permission but are closed. Non-operational sites could become operational again.

Non-thermal treatment
Without burning or heating the waste, non-thermal treatment includes a physical, thermal, chemical or biological process – which can include sorting – to change the characteristics of the waste to either reduce its volume, reduce its hazardous nature, facilitate its handling, or enhance its recovery.

O

Offsetting
A process whereby an area of land of at least equivalent ecological value is provided, within or outside the development boundary, to replace land supporting important supporting important species populations or habitats lost to development or associated works (such as highway works).

Operational waste sites
Licensed waste sites which have planning permission and are currently actively managing waste.

P

Permit (formerly Waste Management Licence)
Permits are required by anyone who proposes to deposit, recover or dispose of controlled waste. The Environment Agency are responsible for permitting waste in England. The permit system is separate from, but complementary to, the land use planning system. The purpose of a permit and the conditions attached to it is to ensure that the waste operation that it authorises is carried out in a way that protects the environment and human health.

PINS **Planning Inspectorate**
Agency responsible for scheduling independent examinations and producing binding reports on the soundness of planning policy and related decisions.

PPS **Planning Policy Statement**
Guidance documents which have set out national planning policy. The National Planning Policy Framework has consolidated planning policy statements and guidance.

Proximity Principle
This phrase, which is enshrined in European legislation, suggests that waste should generally be disposed of as near to its source as possible.

R

Radioactive Waste
Environmental Permitting (England and Wales) Regulations 2010 define radioactive waste to mean:

(a) a substance or article which, if it were not waste, would be radioactive material, or

(b) a substance or article which has been contaminated in the course of the production, keeping or use of radioactive material, or by contact with or proximity to other waste falling within paragraph (a) or this paragraph.

More information can be found in Waste Topic Paper 6.

Ramsar sites
Internationally important wetland identified for conservation under the Ramsar convention (1971).

Recycling
The reprocessing of wastes, either into the same product or a different one. Paper, glass, scrap metals are all examples of materials that can be recycled. Some hazardous wastes such as solvents can also be recycled by specialist treatment facilities.

Recycling Centre or Community Recycling Sites
Sites to which the public can bring household waste, such as bottles, textiles, cans and paper. Recycling Centres may also accept bulky household waste and green waste. Where possible, the collected waste is recycled or reused after sorting.

Registered Parks and Gardens
Nationally important sites placed on the Register of Parks and Gardens of Special Historic Interest.

Reprocessor
Once separated into their constituent parts, recyclables are reprocessed at a reprocessing plant. The activities at these plants are specific to the material being processed. For example:

- metals and glass are heated to a high temperature and may be reprocessed into new products or the original product
- with material such as plastic, the waste is converted into a granulate or pellet which is then used in the manufacture of a recycled or part recycled plastic product
- paper is pulped and shredded and it too will be added to a mix forming part of the raw material for recycled paper

Residual Waste
Residual waste is waste that is left after recycling, composting or reuse.

Restoration
Whereby a site or land is returned to a condition suitable for an agreed after use. For example community woodland once a landfill has been filled.

Reuse
Any operation by which products or components that are not waste are used again for the same purpose for which they were conceived.

Revised EU Waste Framework Directive
The revised EU Waste Framework Directive (revised WFD) was adopted when the Environment Council met on 20 October 2008, signed on behalf of the European Parliament and the Council on 19 November 2008 and published in the Official Journal of the European Union on 22 November 2008 (L312/3) as Directive 2008/98/EC.

The revised Directive aims to promote waste prevention, increase recycling, and ensure better use of resources, while protecting human health and the environment. It re-enacts much of the existing Directive and leaves the legal definition of waste unchanged, but it also contains a number of new features. The UK has an obligation to ensure that the Directive is fully and correctly transposed and is effectively implemented.

S

Saved Policies
No Saving Direction was issued by the Secretary of State prior to the passing of the three year expiry date of the Somerset Waste Local Plan. As a result, none of its policies form part of the current development plan and can no longer be considered statutory plan policies. Some of the Waste Local Plan policies remain up-to-date and relevant; others no longer reflect Government guidance and policy. The status of the policies which remain up to date is that they should be taken into account as material planning considerations of significant weight. Waste planning decisions should therefore be taken in accordance with development plan policies and consideration should then be given to the relevant policies of the Waste Local Plan as material considerations.

SAM **Scheduled Ancient Monument**
Archaeological sites or monuments of national importance given legal protection by being placed on a list or 'schedule'. Monuments in Somerset can be researched on the Historic Environment Record: www.somerset.gov.uk/her

Self sufficiency
Dealing with waste materials within the administrative area where they are produced. Net self-sufficiency allows for balanced movement of waste between counties.

Sewage Waste (Waste water)
Sewage waste can broadly be described as waste matter from domestic or industrial establishments that is carried away in sewers or drains for disposal or conversion into a form that is not toxic.

Sewerage
The infrastructure needed for sewage management/transport.

SWMP **Site Waste Management Plan**
The Site Waste Management Plans Regulations 2008 (England) require a site waste management plan to be prepared and implemented by clients and principal contractors for all construction projects with an estimated cost greater than £300,000 excluding Value Added Tax (VAT). The plans must record details of the construction project, estimates of the types and quantities of waste that will be produced, and confirmation of the actual waste types generated and how they have been managed.

SSSI **Sites of Special Scientific Interest**
Site notified by Natural England under Section 25 of the Wildlife and Countryside Act 1981 as having special wildlife or geological features worthy of protection.

Sludge
Sludge refers to the residual, semi-solid material left from industrial wastewater, or sewage treatment processes.

Somerset Waste Local Plan
Adopted in 2005, the Somerset Waste Local Plan sets out the broad land use framework for future waste management in Somerset. It covers all forms of waste including household, commercial, industrial and construction waste. The Waste Local Plan sets out the detailed environmental and other criteria against which the County Council judges all applications for waste management facilities. It will be replaced by this Waste Core Strategy.

SWP **Somerset Waste Partnership**
Somerset Waste Partnership has been working since 1992; the partner authorities are Somerset County Council, Sedgemoor, South Somerset, Mendip and West Somerset District Councils, and Taunton Deane Borough Council. In October 2007, Somerset became the first countywide area to combine waste service functions under a single joint committee of Councillors from all Somerset local authorities. The Somerset Waste Partnership runs contracts for countywide municipal waste collection and disposal services.

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

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

SFRA **Strategic Flood Risk Assessment**
An assessment which is carried out which highlights the potential level of risk of flooding on land throughout the county.

SCI **Statement of Community Involvement**
A document which sets out the way in which local authorities will involve individuals, communities, businesses and other stakeholders in the preparation of Local Development Documents. Somerset County Council's Statement of Community Involvement was adopted in November 2006 and is available to read at www.somerset.gov.uk/mineralsandwaste

Strategic transport network
Though not formally adopted as a term, this describes the strategic road network and water and rail transport options.

SPD **Supplementary Planning Document**
Supplementary Planning Documents do not hold 'development plan' status but can form an important part of the local development framework. They can be used to provide further detail in support of Development Plan Documents.

SA **Sustainability Appraisal**
Local Planning Authorities are bound by legislation to appraise the degree to which their plans and policies contribute to the achievement of sustainable development. The process of Sustainability Appraisal examines the effects of plans and policies on a range of economic, environmental and social factors.

SUDS **Sustainable Drainage**
Drainage systems designed to reduce the potential impact of new and existing developments with respect to surface water drainage. This could include the use of swales or attenuation ponds.

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

T

Thermal Treatment
The burning or heating of waste with or without energy recovery.

Transfer
See Waste Transfer Station.

W

Waste
The revised European Waste Framework Directive defines waste as 'any substance or object …which the holder discards or intends or is required to discard' (Article 3).

There is no definitive list of what is and is not waste. Whether or not a substance is discarded as waste - and when waste ceases to be waste - are matters that must be determined on the facts of the case and the interpretation of the law is a matter for the Courts.

It rests, in the first place, with the producer or holder of a substance to decide whether it is being discarded as waste. The Environment Agency is responsible, as a "competent authority", for the enforcement of waste management controls in England and Wales.

WCA **Waste Collection Authority**
A local authority responsible for the collection of household waste in its area (usually a District Council). In Somerset, the District and Borough Councils deliver this responsibility via the Somerset Waste Partnership.

WCS **Waste Core Strategy**
The Waste Core Strategy is the principal Development Plan Document on waste within the Minerals and Waste Development Framework. It is prepared by the Waste Planning Authority.

WDA **Waste Disposal Authority**
A local authority (usually a county or unitary authority) responsible for the management of the waste collected and delivered to it by constituent collection authorities. The processing and/or the final disposal of the waste are usually contracted to the private sector waste management industry. In Somerset, the County Council delivers this responsibility via the Somerset Waste Partnership.

Waste exemption
A waste exemption is a very specific type of low risk waste handling operation that does not require a permit. Most exemptions need to be registered, usually by the Environment Agency.

Waste Hierarchy
A framework for securing a sustainable approach to waste management (see page 9 for more information).

Waste Minimisation
Reducing the volume or tonnage of waste that is produced.

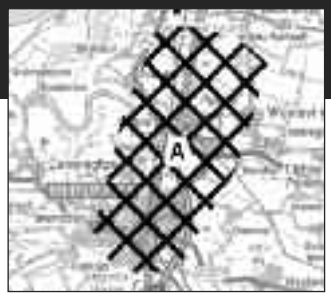
WPA **Waste Planning Authority**
Usually a county or unitary authority. Somerset County Council is the Waste Planning Authority for Somerset (excluding Exmoor National Park).

Waste transfer station
A waste management facility to which waste is delivered for the separation or bulking up before being removed for recovery or disposal.

Waste Water
See Sewage Waste.

Wood Waste
Non-virgin timber in form of pallets, woodchip/sawdust, cork, furniture etc.

WRAP **Waste & Resources Action Programme**
WRAP works in England, Scotland, Wales and Northern Ireland to help businesses and individuals reap the benefits of reducing waste, develop sustainable products and use resources in an efficient way. WRAP's priorities are to help the UK Governments to meet their national and international commitments and build the green economy; and to support resource efficiency in the UK.



Zone A

The majority of this zone is located to the north of the town of Bridgwater, which itself is located in the central-part of the Somerset County Council administrative area.

Strategic potential

Zone A is centrally located in the wider administrative area of Somerset. It is also reasonably located in terms of its ability to serve two of the main centres of population in Somerset (Bridgwater and Taunton). Given that the zone is largely centred on the northern side of the town, it is also potentially well positioned to serve the needs of Minehead. So, development of a strategic waste management facility in Zone A should allow waste to be managed close to its point of production.

The area is well connected to the strategic road network: the zone is divided into two by the M5 motorway and a number of strategic roads also pass through and/or alongside the zone (namely the A38 and A39). There may also be potential for alternative modes of transport that warrant further investigation, including consideration of an operational wharf at Dunball.

Whilst the zone is well located to provide access to the strategic transport network, nonetheless any proposals for development will need to consider their impact on the transport network, including but not limited to impacts on the M5's main line and junction 23 and 24 capacity (noting also the impacts of significant development proposals in the area, in particular proposed development associated with Hinkley Point C and future redevelopment of the former Royal Ordnance Factory site near Puriton).

Constraints

The location of a strategic waste facility in Zone A is likely to be constrained by flooding considerations since much of the area lies in Flood Zone 3a. There are no significant nature conservation designations in Zone A; however, a site of international and national significance is located immediately west of the zone. Any development falling within the Ecological Zone of Influence (EZI) of the SPA / Ramsar is likely to require a 'test of likely significance' under the Habitats Regulations 2010.

Five Areas of High Archaeological Potential are noted, located within Pawlett, Puriton, Woolavington, Dunball and the central shopping area of Bridgwater. The central area of Bridgwater also contains a Conservation Area and a number of Listed Buildings.

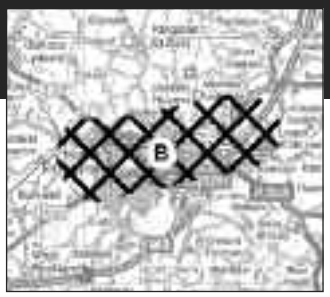
A high concentration of residential properties in the southern part of the zone would require any proposals for a strategic waste management facility to be robustly designed to ensure that the amenity of existing residents is protected.

Opportunities

There are a number of existing waste management facilities across the zone; however, these are located within Flood Zone 3a which may limit the potential of these sites to accommodate new development. The Walpole landfill site already provides significant waste management capacity for Somerset and has good transport links and planning permission for anaerobic digestion development; consequently, it may be worth considering its future strategic potential in more detail. It may also be appropriate to consider the Saltlands historic landfill site in more detail, though remediation is likely to be required and consideration should be given to any future expansion of the sewage works and safeguarding of land for the future Parrett Barrier.

The incidence of previously developed / vacant and derelict land across the zone appears to be limited and those opportunities that are presented are constrained by virtue of being located within Flood Zone 3a. That said, a number of potential development opportunities have been identified through the Sedgemoor District Council Employment Land Review (2009). The former Royal Ordnance Factory at Puriton is available for development and has been allocated in Sedgemoor's emerging Local Development Framework Core Strategy as being a suitable location for an Energy Park. There is potential for development of a waste management facility to complement this concept and the site may also present an opportunity to utilise a disused railhead to facilitate the transportation of waste. Other potential sites include land north of Express Park, plots within in the Colley Lane Industrial Estate, Bridgwater and land at Dunball Drove.

More information on Zone A is included in Waste Topic Paper 2 available for download via www.somerset.gov.uk/mineralsandwaste



Zone B

This zone is located in central and northern Taunton, which itself is located in the central-southern part of the Somerset County Council administrative area.

Strategic potential

Zone B is centrally located in terms of its position in the wider administrative area of Somerset. It is also reasonably located in terms of its ability to serve two of the main centres of population in Somerset (Bridgwater and Taunton). Given that Taunton is one of Somerset's main centres of population, it is a locality which generates significant quantities of waste. By developing a strategic waste management facility in Zone B, this should allow waste to be managed close to its point of production.

A number of strategic roads pass through and/or alongside the zone, namely the M5, A38 and A356. Furthermore, there may be potential to consider using alternative modes of transport i.e. rail, river or canal. Notably the area is bisected by the London-Penzance mainline railway and the River Tone and Bridgwater and Taunton Canal pass through part of the zone.

Whilst the zone is well located to provide access to the strategic transport network, nonetheless any proposals for development will need to consider their impact on the transport network, including but not limited to impacts on the M5's main line and junction capacity.

Constraints

Located in an existing urban area, Zone B has few (designated) environmental constraints; however, there are a number of nature conservation considerations including Hestercombe House 'Special Area of Conservation', which is designated for its maternity colony of lesser horseshoe bats, and the Somerset Levels and Moors SPA/ Ramsar listed for birds and aquatic invertebrates.

There are potential downstream effects on water quality and for invasive non native flora entering the Curry and Hay Moor 'Site of Special Scientific Interest' (SSSI), a component site of the Levels and Moors SPA/ Ramsar. Any development falling within the Ecological Zone of Influence (EZI) of the SAC is likely to require an Appropriate Assessment in accordance with methodology established for the Habitats Regulations Assessment of the Taunton Deane Borough Council Core Strategy.

Zone B contains three Conservation Areas: one around Linden Grove/Birch Grove, another around Magdalene Street and a further in Staplegrove. The Staplegrove area also contains an Area of High Archaeological Potential. There are a number of Listed Buildings in the southern area of the zone. Hestercombe Registered Park and Garden

and Hestercombe House (a Grade I Listed building) are located beyond the boundary of the zone.

The existence of a significant number of residential properties within the zone would require any proposals for a strategic waste management facility to be robustly designed to ensure that the amenity of existing residents is protected.

The Ministry of Defence, represented by the Defence Infrastructure Organisation, will need to be consulted regarding any development in Zone B that is likely to fall within the birdstrike safeguarding zone surrounding Merryfield Airfield, near Ilminster (Grid reference 334225, 118717).

Opportunities

There are nine existing waste management facilities across the zone, some of which coincide with vacant / derelict land and existing employment allocations. Consequently, there would appear to be some scope for the co-location of waste management facilities. Of these sites, Priorswood is considered to offer the greatest potential for development. This site is already home to various waste uses and is allocated in the Taunton Deane Local Plan for B class use.

Zone B initially appears to offer significant scope for a new strategic waste management facility to be located upon previously developed land; however, it is understood that a number of sites are no longer available and the impact of the planned Northern Inner Distributor Road on potential opportunities also needs to be considered in greater detail. The zone includes areas of the town which are expected to accommodate significant development over the next 16 years including Firepool and Monkton Heathfield and this wider context of growth will need to be fully considered in relation to opportunities for development of a strategic waste management facility.

More information on Zone B is included in Waste Topic Paper 2 available for download via www.somerset.gov.uk/mineralsandwaste

Zone C

The majority of Zone C is located in the western part of Yeovil, which itself is located in the south eastern part of the Somerset County Council administrative area. NB: the solid line represents the County boundary.

Strategic potential

Zone C is not centrally located in terms of its position in the wider administrative area of Somerset. Nevertheless, it is reasonably located to serve one of the main centres of population in Somerset (Yeovil). Given that Yeovil is one of Somerset's main centres of population, it is a locality which generates significant quantities of waste.
By developing a strategic waste management facility in Zone C, this should allow waste to be managed close to its point of production.

There is no clear potential for any new waste management facility to use alternative modes of transport, i.e. rail, river or canal. Nevertheless there is good access to the strategic road network via the A3088, which connects with the A303.

Whilst the zone is well located to provide access to the strategic transport network (via the A3088), nonetheless any proposals for development will need to consider their impact on the transport network, including but not limited to impacts on Cartgate Roundabout and the A303 and its junctions, particularly taking account of the proposed urban extension to Yeovil.

Constraints

Located in an existing urban area, Zone C has few (designated) environmental constraints. However, there is a section of land within Flood Zone 3b to the south bisecting the Lynx West Trading Estate and the zone itself lies within the Yeovil Air Quality Management Area designated in 2002. Any proposal for development would need to be mindful of South Somerset District Council's air safeguarding policy associated with Yeovil Aerodrome and the potential need for consultation with the Ministry of Defence (represented by the Defence Infrastructure Organisation).

Zone C contains a Scheduled Monument (site of a Roman Villa) west of Thorne Coffin and the Brympton d'Evercy Registered Park and Garden. An Area of High Archaeological Potential exists in the Preston Plucknett area running along Preston Road. Montacute House Registered Park and Garden is located beyond the western boundary of the zone.

The existence of a significant number of residential properties within the zone would require any proposals for a strategic waste management facility to be robustly designed to ensure that the amenity of existing residents is protected.

There are two "no development" areas in Zone C (at Preston Primary School and Preston Secondary School).

Opportunities

There are only three existing waste management facilities across the zone and four existing employment sites, only one of which coincides with vacant / derelict land. As such, there would appear to be limited scope for the co-location of waste management facilities within this zone.

There may be an opportunity to supply energy resulting from waste management processes to Agusta Westland, a major industrial company located off the A3088 to the south of the zone. Land south of Yeovil Aerodrome (Seafire Park) should be considered further in this context and has been allocated for B1 (light industrial), B2 (industrial) and B8 (warehousing) use – though consideration will need to be made regarding the proximity of this site to the Aerodrome.

Land at Lufton to the north of the zone (Oak Farm) also has outline permission for B1, B2 and B8 use. It is understood that the Oak Farm site is considered to be a key employment site and as such development of a waste management facility may not represent the preferred land use for this site.

Furthermore, the Lufton Trading Estate lies within the zone and may be suitable for waste management development; however, the current availability of sites within the Trading Estate has not yet been ascertained. This should be considered in more detail during the work preparing the Site Allocations DPD.

More information on Zone C is included in Waste Topic Paper 2 available for download via www.somerset.gov.uk/mineralsandwaste

Zone D

Zone D is located in part of the small town of Street in the centre of the Somerset County Council administrative area and extends north to encompass the southern edge of Glastonbury.

Strategic potential

Zone D is centrally located in terms of its position in the wider administrative area of Somerset. It is also reasonably well located in terms of its ability to serve the three of the main centres of population in Somerset (Bridgwater, Taunton and Yeovil). Both Street and Glastonbury are relatively small settlements with only limited industrial and commercial activity and as such are likely to generate only a small portion of Somerset's overall waste arisings.

There is scope to ensure that any strategic waste management facility would be easily accessible via road, bisected by the A39.

Whilst the zone is well located to provide access to the strategic transport network (via the A39), nonetheless any proposals for development will need to consider their impact on the transport network, including but not limited to impacts on the A39.

Constraints

As the majority of the Zone D is located in existing urban areas, it has few (designated) environmental constraints. That said, a significant proportion of the northern and western parts of the zone lie within Flood Zone 3b.

Any waste proposal would need to take account of both the sensitivity of the built environment in view of archaeological and Conservation Area designations within the zone and identified nature conservation issues. In particular, the latter include possible downstream effects on water quality entering the Shapwick Heath SSSI and other component sites of the Somerset Levels and Moors SPA/ Ramsar, which could affect Ramsar listed aquatic invertebrates, and from alien flora from composted garden waste colonising via the River Brue and other water courses. There is also potential to either disturb wintering or breeding birds or take habitat used in the ecological functioning of those species in the western side of Zone D. Any development falling within the Ecological Zone of Influence (EZI) of the SPA / Ramsar is likely to require a 'test of likely significance' under the Habitats Regulations 2010.

A Conservation Area is designated around the Street High Street, contained in the south east of Zone D. This area also contains Areas of High Archaeological Potential. There are two Scheduled Monuments in the zone - Beckery Chapel and Cemetery (in the north) and a section of medieval road alongside the Street – Glastonbury A39.

Beyond the immediate zone there are a number of important historic assets including Glastonbury Abbey and Tor.

There are a significant number of residential properties within the Street part of the search area and on Beckery Old Road within the southern Glastonbury part of the search area, which would require any proposals for a strategic waste management facility to be robustly designed to ensure that the amenity of existing residents is protected.

Opportunities

There is a small recycling centre located in the northern part of the search area, located on the site of a historic landfill. However, this is considered unlikely to be suitable for development of a strategic waste management facility.

Morlands Enterprise Park is considered to offer potential and would appear to have a number of available plots of sufficient size to accommodate a strategic waste management facility, although some demolition work or remediation may be required to facilitate development. The high profile nature of the Morlands Enterprise Park means that plots are quickly being taken by commercial organisations, and the available land supply is diminishing. Nonetheless there remain sites in the Enterprise Park worthy of more detailed consideration.

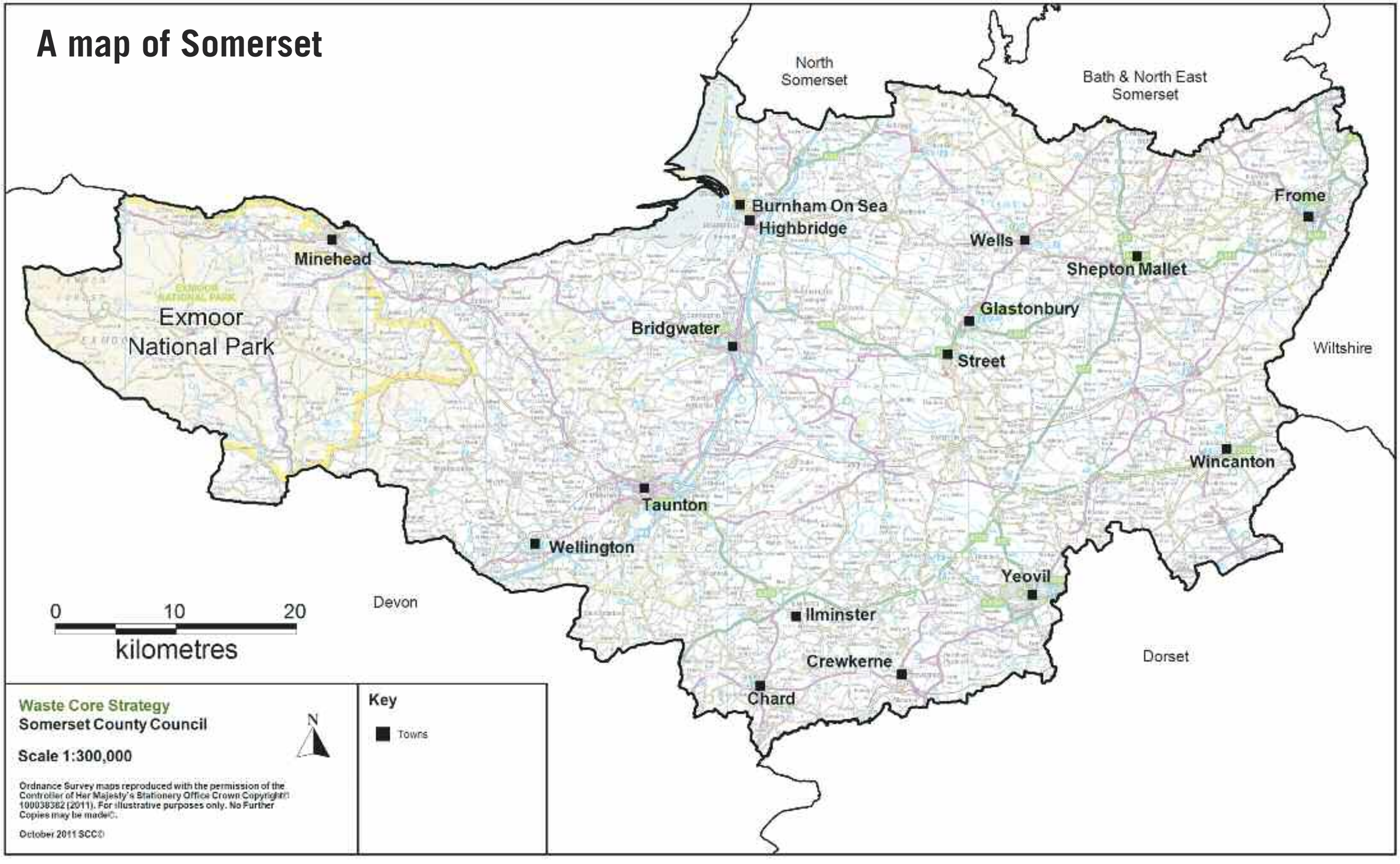
Furthermore land to the north, adjacent to the sewage works is amongst that which remains, though any related development would require appropriate remediation, appropriate access and would also need to consider proximity to residential development on Old Beckery Road. There may be scope for co-location within the zone, whereby a neighbouring business benefits from the outputs of waste treatment.

Whilst it is considered that the Morlands Enterprise Park and adjacent land offers the greatest opportunities for the development of a strategic waste management facility in Zone D, there may be other opportunities worthy of further exploration too, such as the employment allocation at Gravenchon Way which would offer good access to the A39. Conditions associated with the outline planning permission for development at Gravenchon Way should be considered when assessing this site in greater detail.

More information on Zone D is included in Waste Topic Paper 2 available for download via www.somerset.gov.uk/mineralsandwaste

Appendix D: Maps

A map of Somerset



Appendix D: Maps

Key Diagram