

Waste Core Strategy

Technical Paper WCS-K
Joint Working with the
Waste Disposal Authority

Living Draft

November 2007

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Participants at a Waste Management & Waste Planning joint forum in Gloucester – March 2006.



A poster from the Recycle for Gloucestershire campaign.

Section 1 Introduction

1. The purpose of this report is to demonstrate the levels of joint working between Gloucestershire County Council as Waste Planning Authority (WPA) and the Council in its role as the Waste Disposal Authority (WDA). It forms part of the Evidence base for the Waste Core Strategy (WCS) and it is intended to demonstrate that at Independent Examination it has met with nine tests of soundness as set out in PPS12.

Test 4 states:

'The DPD is a spatial plan which is consistent with national planning policy and in general conformity with the Regional Spatial Strategy for the region, or in London, the Spatial Development Strategy. It has properly had regard to any other relevant plans, policies and strategies relating to the area or adjoining areas.'

2. The Joint Municipal Waste Management Strategy (JMWMS) is clearly a very important 'relevant plan' in relation to the WCS, and over and above the 'tests of soundness' there are requirements for closer working between the WDA and the WPA. (See Section 3 of this report).

Section 2 Gloucestershire County Council as Waste Disposal Authority (WDA) and Waste Planning Authority (WPA)

The Role of the WDA

3. As WDA¹ the Council lets the contracts for the management of the municipal waste that is collected by the District Councils². It provides facilities for recycling and the management of bulky household waste. It also undertakes

¹ The County Council is designated under the Environmental Protection Act 1990 as the WDA.

² The Waste Collection Authorities (WCA) in Gloucestershire comprise the six District Councils. Along with the County Council, they are all members of the Gloucestershire Waste Partnership (GWP).

'closed site' management for sites previously operated by the County Council and prepares the Municipal Waste Strategy, jointly with the Districts – in their role as Waste Collection Authorities (WCA). A key driver for the WDA is the diversion of Biodegradable Municipal Waste (BMW) from landfill, meeting targets which are laid down by the Waste and Emissions Trading Act (WET) 2003 - implementing the EU Landfill Directive (1999)³.

The Role of the WPA

4. As WPA the Council prepares waste related Local Development Documents (LDDs) including Development Plan Documents (DPDs) as part of the Minerals & Waste Development Framework (MWDF) for Gloucestershire. It also carries out a development control function, determining planning applications and undertakes monitoring and enforcement.

Section 3

The Requirement for Joint Working

Planning Policy Statement 10 Planning for Sustainable Waste Management (PPS10) Requirements

5. The following sections highlight the references in PPS10 and its Companion Guide to the need for joint working and closer integration of Waste LDDs and MWMSs: Under each paragraph there is a brief commentary

³ Directive 1999/31/EC.

about how these recommendations have been, or will be met. Sections 4, 5 and 6 of this report will consider further how the recommendations in PPS10 have been addressed.

Key Planning Objectives

6. A Key Planning Objective of PPS10 is to 'reflect the concerns and interests of communities, the needs of waste collection authorities, waste disposal authorities and business, and encourage competitiveness.'⁴

How has this / will this been met?

7. The concerns and interests of communities
These have been met through the consultation and engagement measures as outlined in Gloucestershire's Statement of Community Involvement (SCI). People have been kept up-to-date through formal consultations i.e. Issues and Options / Preferred Options, through regular newsletters, forum events etc.

8. The needs of waste collection authorities, waste disposal authorities and business
The County Council as the Waste Disposal Authority (WDA) for Gloucestershire works with the 6 district Waste Collection Authorities (WCAs) through the Gloucestershire Waste Partnership (GWP). This being the case any joint working between the WPA and the WDA incorporates the views of the WCAs to a significant degree. WCAs (the 6 Districts) are also fully involved through formal consultation procedures. Further details of joint working ('meeting the needs') of the WDA/WCAs are highlighted in Sections 4, 5 and 6 of this report.

⁴ PPS10, Page 6.

Decision - Making Principles

9. PPS10 contains a number of important decision-making principles including the following: 'Waste management should be considered alongside other spatial planning concerns...and should be integrated effectively with other strategies including municipal waste management strategies.'⁵

How has this / will this been met?

10. To date there has been effective joint working and integration with the Waste Core Strategy and the Gloucestershire's Joint Municipal Waste Management Strategy (JMWMS). Evidence for this is presented in more detail in Sections 4, 5 and 6 of this report. Differences in time scales have presented some difficulties, but in general integration has been effectively achieved particularly in terms of consultation arrangements and the sharing of data.

The Companion Guide to PPS10

11. Paragraph 2.11 states: 'Although municipal waste represents a relatively small part of the waste that must be planned for by local planning authorities, it is important in a number of respects. Waste generated by consumers is often the ultimate end point of the activities of the producers of the other waste streams (e.g. commercial and industrial, agricultural) and as such policies focused on municipal waste can have an up-stream impact on other sources of waste generation. It is also the waste stream that is under direct control of local authorities and can therefore be planned for through more prescriptive strategies. European legislation

⁵ PPS10, Page 6.

places a prescriptive emphasis on management of the municipal waste sector disproportionate to its size and which will continue to be the key driver of our approach to the sector for at least the next fifteen years. Significantly, municipal waste is generally also the only waste stream that provides the certainty (through long-term contracts) that allows waste management companies to invest in many of the capital intensive facilities required to drive waste management up the waste hierarchy. It is therefore important for LDD to consider the development needs of the MWMS for both municipal waste and other wastes that could be treated in facilities financed through municipal waste contracts.'

12. Paragraph 2.12 states: 'The MWMS will have to take into account, as a fundamental consideration, the likely land opportunities when arriving at its preferred service development options. As such, it should draw from the planning for waste management strategy and policies set out in the relevant development plan and be cognizant of emerging revisions to RSS and LDD under preparation.'

How has this / will this been met?

13. Clearly the levels of integration between LDDs and MWMS are subject to timing considerations. Documents are not necessarily being produced at the same time and they have differing stages and regulatory requirements. This can make the whole joint working agenda somewhat problematic.

14. A key role of the WCS is to identify suitable sites or locations where waste development processes identified in the JMWMS could take place. The WPA and the WDA have been in consultation on these matters through regular

meetings and once the JMWMS has been adopted the requirements will be reflected in the WCS Preferred Options document.

15. A similar approach has been undertaken in terms of the WDA's Residual Waste Procurement Strategy. The Regional target for secondary treatment of MSW (e.g. using MBT or thermal processes etc) is a maximum of 200,000 tonnes by 2020. The JMWMS will need to consider these RSS requirements in its strategy.

16. The WPA is fully aware of the requirements to make provision for MSW facilities through its regular discussions with the WDA team. Once the JMWMS and the MSW Residual Waste Strategy have been adopted their requirements will be reflected in the WCS Preferred Options document.

17. Paragraph 2.13 states: 'PPS10, in its decision making principles, requires that planning strategies are integrated effectively with MWMS. In doing so, sequencing and timetabling issues will need to be taken into account. The more involved adoption procedure for LDD will generally mean that MWMS preparation will take significantly less time than LDD preparation and this is not inappropriate, given the role of the MWMS in establishing 'what' will be required in terms of facilities for municipal waste. Waste managers and planners will need to take a project planning approach to establishing where the best opportunities to collaborate may exist, whilst avoiding inappropriate compromise of timetables.'

How has this / will this been met?

18. As has already been stated it is difficult for WDA and WPA documents to be fully

coordinated in terms of timing. But efforts have been made to combine data analysis / consultations / forum events and once WDA documents have been adopted the WCS Preferred Options document will reflect their requirements.

19. Paragraph 7.8 states: 'As MWMS are subject both to SEA and to a requirement to engage with communities, they are being produced in a process with similarities to the development of planning policy. The guidance provided by Defra on preparation of MWMS is consistent with the Key Planning Objectives in PPS10. This presents opportunities to align the processes at key stages in order to optimise the use of resources, to minimise the potential for 'consultation fatigue' and to avoid potential for conflict between these two inter-dependent delivery routes for sustainable waste management.'

How has this / will this been met?

20. Joint mail outs, consultations and events have been utilised in the production of the JMWMS and the WCS. Resources have been shared where possible. See sections 4, 5 and 6 of this report for details.

How to join up the development of waste LDD and MWMS

- Include a representative from the WDA in key discussions within the WPA throughout preparation of LDD (and vice versa).
- Co-ordinate the timetable for production of both LDD and MWMS.

21. Design community involvement, stakeholder participation and SA/SEA initiatives with one

another's needs in mind and where practicable, seek to integrate.

22. Co-ordinate monitoring.

How has this / will this been met?

23. Members of the WDA and WPA teams met regularly and continue to meet. More details are available under the 'Regular Liaison' section (Section 4) of this report.

24. It was not possible to fully coordinate the production timetables for the WCS and the JMWMS but revisions to the Minerals and Waste Development Scheme (MWDS⁶) were helpful in that this allowed for the JMWMS to progress to a stage where there was a clearer picture of municipal data and strategy which could then feed into evidence gathering work for the WCS Preferred Options.

25. Community involvement and stakeholder participation have been integrated where possible. Details are given in Sections 4, 5 and 6 of this report. Details in terms of joint SA/SEA working are provided in Section 4.

26. Gloucestershire County Council's Minerals & Waste Annual Monitoring Report uses the following Core Output Indicators:

- Capacity of new waste management facilities by type; and

⁶ GCC published its first MWDS in May 2005. It covered the three-year period from May 2005 to May 2008. A first revision of the MWDS was approved in September 2006 and covered the additional year to 2009. A second revision has now been approved providing a new three-year timetable covering the period 1st April 2007 to 31st March 2010.

- Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed.⁷

27. Paragraph 7.9 states: 'PPS10 requires the core strategies of WPA to inform, and to be informed by the MWMS. The core strategy, in setting out polices and proposals for waste management, should avoid prescribing particular waste management solutions for particular waste streams unless a sound reason exists for doing so.'

How has this / will this been met?

28. The WCS and the JMWMS do inform, and are informed by each other. The WCS is not prescriptive in terms of policies and proposals in a way that would limit the implementation of the JMWMS. The adopted JMWMS, including the types of facilities that are needed to deal with MSW will be fed into the WCS.

29. Paragraph 7.10 states: The precise nature of proposals that come forward for new waste management will be heavily influenced by market needs. The core strategy should focus on delivering the Key Planning Objectives in PPS10 and ensuring sufficient opportunities for the provision of waste management facilities in line with the objectives. An exception to this may be in the case where an up-to-date MWMS, developed in line with Defra's 2005 policy guidance, provides a clear set of land requirements for the management of MSW and associated wastes.

How has this / will this been met?

⁷ Local Development Framework Monitoring – A Good Practice Guide, Table 4.4.

30. Gloucestershire's JMWMS has been developed in line with Defra's 2005 policy guidance.⁸ The recommendations from the adopted JMWMS in terms of the types of MSW facilities and the land required for them will be fed into the WCS. Over and above this, the WCS is fully focused on delivering the Key Planning Objectives of PPS10.⁹

31. Paragraph 7.11 states: 'Major capital intensive waste treatment facilities have generally only been developed by the waste management industry where they have been underwritten by 'guaranteed tonnage' in the form of municipal waste management contracts. Where the MWMS identifies preferred technology options for municipal waste, and potentially for some commercial and industrial waste that is underwritten by WDA contracts, sites could (and should) be identified that are specifically tailored to those technologies.'

How has this / will this been met?

32. The adopted JMWMS, including the types of MSW facilities, major capital intensive waste treatment facilities and the land required for them will be fed into the WCS. Additionally the WCS will be flexible enough to accommodate preferred technology options for municipal waste.

33. Paragraph 7.12 states: 'Equally, in developing the MWMS, waste management officers should draw from the approved

⁸ (Defra, Nov 2005) A Practice Guide for the Development of Municipal Waste Management Strategies.

⁹ This is tested in Appendix 2, Page 42 of the WCS Issues & Options Sustainability Appraisal Report (July 2006).

development plan, and review work underway, as well as engaging in a dialogue with the WPA, in developing preferred options for the MWMS. Otherwise there is a real risk of options developed in isolation being inconsistent with the spatial strategy for an area and ultimately unsuccessful in gaining planning permission.'

How to plan in LDD for municipal waste

34. There will be no one set way, but useful pointers include:

35. The core strategy could support specific waste management technologies as identified in the MWMS where these help drive waste management up the waste hierarchy, with similar support for other wastes where the MWMS sets out a strategy for facilitating non-municipal capacity.

36. Land allocations to support the apportionment for municipal waste could reflect the solutions that WCA and WDA have proposed.

37. Taking into account local strategies for the Landfill Allowance Trading Scheme (LATS). The Scheme implements the Landfill Directive requirement for reduction of biodegradable municipal waste going to landfill, obliging WDA to put in place waste management facilities to achieve this. Defra have produced policy and practice guidance on preparing MWMS which includes the relationship between local planning strategies and MWMS. This will be relevant even where an exemption to the statutory duty to produce an MWMS is in place.

38. Where there is no up-to-date MWMS setting out the planning strategy for waste

management, the core strategy should avoid constraining the operational detail of the options under consideration for managing municipal waste when these options are consistent with the strategy in RSS and the Key Planning Objectives in PPS10.

How has this / will this been met?

39. In the development of the JMWMS waste management officers have been fully aware of the approved and adopted development plan and have been kept up-to-date (and contributed to) the review work i.e. the WCS.

40. The WCS has been developed with the specific needs and technologies of the JMWMS in mind and it is flexible enough so as not to constrain municipal waste management options.

Defra Guidance on Municipal Waste Management Strategies (2005)

41. Page 25 of Defra (2005) Guidance on Municipal Waste Management Strategies reiterates many of the desired linkages between MWMSs and the regional and local system of spatial planning for waste. The Policy Guidance states:

'To ensure that the Strategy is deliverable, it is vital that it both informs and is informed by spatial planning strategies at both the regional and local level. Where a Municipal Waste Management Strategy as well as a core spatial planning strategy dealing with waste is developed, both processes should be integrated and authorities should consider the extent to

which it is possible to share datasets and co-ordinate community engagement.'

42. 'The MWMS needs to be understood within the framework for spatial planning for sustainable waste management in order to:

- ensure that facilities required by the strategy are capable of being delivered by the planning system.
- to inform the development of spatial planning policies and the allocation of sites for waste management facilities.'

New Powers Through the Local Government Bill

43. The importance of joint working, particularly in two-tier authorities is confirmed by the fact that on 22 January 2007 the Government announced its intention to introduce new powers through the Local Government Bill¹⁰ to allow the creation of Joint Waste Authorities (JWAs). This measure aims to help those authorities that wish to put joint working on waste on a statutory footing. Groups of authorities will be able to voluntarily request creation of a JWA in order to enable stronger partnership working on waste. Government will work with authorities to determine the structure, constitution and funding of their partnerships.

44. There is an imperative to find more successful and sustainable ways of managing waste and it is becoming increasingly important

¹⁰ See web link to 'Strong and Prosperous Communities' – White Paper & Local Government and Public Involvement in Health Bill:
<http://www.communities.gov.uk/index.asp?id=1137789>

to integrate collection and disposal. There is also potential to generate efficiencies. A recently published Waste Management Innovation Forum Report¹¹ highlights the benefits of joint working in two tier areas, citing possible efficiency savings of around £150m nationally.

Section 4

Evidence of Joint Working

Regular Liaison

45. At a team leader / manager level meetings are held regularly.

46. Officers from the WPA and WDA teams also meet regularly to discuss progress on respective plans and strategies and to highlight particular areas of importance or potential change. The agenda is normally focused on broad strategy, data issues, timetabling matters and opportunities for joint consultation. Contact is also regularly maintained through phone conversations in particular regarding MSW data and targets.

Public Inquiries

47. In November / December 2006 both the WDA and the WPA collaborated and appeared as witnesses at a Public Inquiry (as a Rule 6 party) to opposing an application for B8 development on a site allocated as a strategic

¹¹ See this report online at: <http://www.idea-knowledge.gov.uk/idk/core/page.do?pageId=678952>

site for waste management in the adopted WLP.

48. The WDA's interest in the site was a commercial / implementation one; they wished to acquire the site. The WPA appeared at the Inquiry defending the allocation, which was safeguarded by means of WLP Policy 7 'Safeguarding Sites for Waste Management facilities'.

49. In March 2007 Gloucestershire County Council were informed of the Secretary of State's decision which granted planning permission for the B8 development. Despite this result, this episode demonstrated clear evidence of proactive WDA / DPA joint working.

SA / SEA

50. Under Section 39(2) of the Planning and Compulsory Purchase Act 2004 LDDs are required to be subject to Sustainability Appraisal (SA)¹² incorporating Strategic Environmental Assessment (SEA)

51. MWMS must also undergo SEA under the SEA Directive¹³ requirements.

Companion Guide to PPS10

52. Para 3.19 states: 'In carrying out an SA, it is important that account is taken of the vertical links between planning strategies and the

¹² The main guidance in this respect is (ODPM, 2005) Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents.

¹³ Directive (2001/42/EC) came into force in the UK on the 21st July 2004 and applies to a range of plans and programmes in England.

horizontal links with other strategies. This applies in particular to... the MWMS and the supporting SEA... making the most of opportunities for portability between appraisals will avoid duplicated effort and improve consistency.'

53. Annex A, Paras 4 & 5 state: 'Where an appraisal of the relevant MWMS has already been undertaken, it can be appropriate for the SA of the RSS or LDD to accept its results, provided that there have been no significant developments since adoption. The SA need not reassess the strategy, except in respect of its contribution to the overall implementation of the spatial plan, as has been done for example in the South East region. However, where there have been developments since adoption of the strategy that could have significant impacts on sustainable development, this will not be sufficient and the SA should take account of developments in its appraisal of LDD.'

54. 'Where an appraisal of the MWMS has not already been undertaken, planning bodies should seek to integrate the appraisal within the SA of LDD. This will avoid duplication and help to ensure consistency between the elements of the MWMS and LDD.'

How has this / will this been met?

55. Both Gloucestershire's WCS and the JMWMS have been subject to the appropriate stages of SA/SEA and there has been liaison and some degree of integration particularly in terms of the Objectives. Where appropriate (and subject to timing issues) the SA of the WCS will accept the results of the SEA of the JMWMS. For example on matters such as the potential impacts associated with the treatment of residual MSW.

(Defra 2005) A Practice Guide for the Development of Municipal Waste Management Strategies

56. The Defra guidance also highlights the need for integration between the SA/SEA of LDDs and those of MWMS.

57. On page 29 it states: 'The appraisal of the MWMS may not completely fulfil the SA requirements for local development documents. This is because the MWMS may not be capable of being appraised against location-specific criteria and will have a more restricted scope in terms of waste streams covered. However, authorities are encouraged to design the process to ensure that as much of the MWMS appraisal as possible can be incorporated into the SA of local development documents. Where the scope, depth and design of the process is appropriate, it will not be necessary to repeat the appraisal previously carried out as part of one process or the other.'

How has this / will this been met?

58. In producing its SA Framework (consisting of Context reports and Scoping reports) and the SA Reports that accompany Minerals and Waste LDDs at each stage of formal consultation the WPA has consulted widely. The WDA are included on the list of internal consultees within the County Council and all the SA documentation has been available to them.

59. Additionally, in developing both the SA Framework for the MWDF and the Scoping stage of the SEA of the JMWMS work was done to share baseline data and to coordinate SA/SEA Objectives (where possible).

60. In late summer 2005, WDA and WPA representatives met together along with *Entec* (the consultants employed by the WDA at the time¹⁴) in order to explore opportunities to combine baseline information and Objectives.

61. On 8th December 2005 the completed SA Objectives for the MWDF were sent to the Waste Management Unit for comment. Around this time data was sent to Entec including the latest baseline table.

62. On the 31st March 2006 a team member from Minerals & Waste Planning Policy attended an all day workshop hosted by Waste Management (with their consultants) in order to appraise the options in their draft strategy.

63. Further linkages between the WDA's SEA process and the WPA's SA work have been hampered by differing timescales. But in terms of future cross working, the SA Report of the WCS Preferred Options will use the SEA of the JMWMS where it is most appropriate to do so. There will be options in the WCS Preferred Options paper that clearly follow the lead from the (by then adopted) JMWMS. It will be advantageous and logical to combine SA/SEA processes and scoring for these options.

¹⁴ The WDA are now using *Eunomia research and consulting* for their SEA work. The WPA continue to use staff in house with peer review from Riki Therivel.

The Great Gloucestershire Debate

64. Set up by the Gloucestershire Strategic Partnership which is made up of 40 organisations, the Great Gloucestershire Debate was the biggest ever consultation attempted in the County. The Debate was held between November 2006 and February 2007 and was topic based. One of the key topics raised was 'waste' – and what to do with it. Officers from Waste Management and Waste Planning were involved in meetings discussing the issues raised by Gloucestershire's public.

65. A summary of the issues is set out below. For more information please refer to the County Council's website¹⁵.

Issues

The waste debate was structured by theme, covering the following issues:

- Global warming - the need to change our waste disposal/recycling habits
- Reduce, Re-use Recycle – how can we do more?
- Packaging – supermarkets and what we can do about it.
- Collection of household waste – level and frequency of service.
- Commercial waste – what is it and where does it come from?
- Waste management technologies – creating energy from waste.
- The future – the vision and future timescales for implementation.

Outcomes

¹⁵ www.glos.gov.uk

One of the aims of the event was to raise public awareness and educate people about current waste issues. Some of the key points for the WCS that have come out of the debate so far are:

- Everyone is responsible for the waste they create.
- People pay taxes therefore they shouldn't have to recycle – councils should do it for them.
- Waste should not be allowed into Gloucestershire from outside of the County – who benefits?
- Additional materials should be recycled by councils (e.g. cardboard and tin foil).
- We need to embrace energy from waste, but with safeguards against pollution.
- Incentivise recycling and set up community composting schemes.
- Supermarket packaging is a major contributor to household waste and they should provide the facilities for recycling it.

Section 5

Joint Waste Forum

66. On 22nd March 2006 a public forum was set up to discuss waste issues. It was held jointly with the County Council's Waste Management Team, and the Waste Planning Team.

67. The event was independently facilitated, by Entec, who produced a report detailing the key outcomes. This report is available to view on the County Council website¹⁶ but below is a summary:

¹⁶ See this report via the following link:

Vision and Objectives

68. Stakeholders wanted to see a plain English Vision with more emphasis on waste minimisation and encompassing education regarding waste management covering both business and householders. Stakeholders considered the objectives were too complex and used too much jargon. In respect of the objectives Entec recommended:

- Attitudes and behaviour: an objective regarding education should be integrated;
- Development planning: the feasibility of safeguarding suitable sites should be reconsidered;
- Environmental impact: the objectives should be strengthened; and
- Resources and funding: objectives need to be more direct in defining the sourcing of funding.

Waste Strategy Issues

69. *Waste minimisation:*

- Education is vital to encourage people to produce less waste, recycle and compost more, and to increase people's responsibility for the waste they produce;
- Incentives and penalties to reduce the amount of waste produced by householders and to increase recycling and composting;

http://www.goucestershire.gov.uk/media/adobe_acrobat/c/2/Gloucestershire%20Report%202006%20May%202006%20-%20FINAL.pdf

- Producers and retailers have a responsibility to reduce waste particularly packaging and government should be lobbied.

70. Recycling and composting

- Increased recycling and composting is strongly supported;
- The JMWMS should include measures to make recycling and composting easier for people;
- Economic impacts and the cost efficiency of different treatment technologies are important considerations.

71. Residual waste management

- Energy from waste is seen as preferable as a means of dealing with residual waste than landfill; and
- Recycling and composting should be maximised prior to energy recovery or landfill.

72. Location

- Decisions on location are dependant on the type of facility; and
- Decentralised, local facilities are preferred for recycling centres and composting sites but larger centralised facilities for energy from waste and hazardous waste sites.

73. To respond to the views on the JMWMS
Entec **recommended** that:

- Education features strongly in the JMWMS;
- Incentives and penalties to encourage waste minimisation, recycling and composting;

- The scope of the waste strategy should include manufacturers and retailers;
- The strategy should aim to make recycling and composting easier;
- Energy recovery should be considered in preference to landfill following maximising recycling and composting; and
- Depending on the facility type, decentralised, local facilities should be considered in the strategy.

Waste Facility Locational Issues

74. The main messages regarding waste facility locational issues were:

- good transport access, particularly by sustainable modes,
- generally in close proximity to waste arisings;
- locational criteria should be applied differently according to the size and type of facility;
- environmental impacts are very important: pollution control and the potential impacts of sites on human health.

75. To respond to the views on locational criteria Entec **recommended** that:

- The following criteria receive the highest weighting in evaluating potential facility sites:
 - proximity to waste arisings;
 - proximity to good road transport connections;

- proximity to sustainable transport modes;
- remoteness from residential areas;
- potential for reducing environmental pollution and human health risk.
- Consideration should be given to applying criteria differently according to the size and type of facility; and
- Those additional criteria suggested by stakeholders should be considered in drawing up the final list of criteria to be used by GCC.

Section 6 Consultations

76. In late 2005 a major questionnaire based waste consultation was undertaken and the waste planning team were involved (in collaboration with the waste management team) in putting this together and in particular on questions related to the relative importance of various criteria¹⁷ for new waste management facilities. This questionnaire was advertised in our Minerals and Waste Newsletter No.4 November 2005.

Questionnaire Consultation:

77. Self completion questionnaires were sent to a random sample of 4000 Gloucestershire residents. In total 1220 responses were received. These self-completion questionnaires

¹⁷ For example: Suitability of local roads / Protecting Green Belt / Locating facilities close to the source of waste arisings / visual impact etc....

were available via the internet, council offices and libraries - a total of 329 were received.

78. A number of Community Panel Workshops were held - a focus group consisting of 9 people who had been given background information on the strategy.

Stakeholder Consultation

- Stakeholder workshops including sessions with Non Governmental Organisations, Industry Representatives and Council Members.
- Feedback from NGOs in response to the strategy questionnaire.
- Questionnaire sent out to the County's 282 Parish Councils - 30 were received.

Key findings from Eunomia Workshops

Background

79. *Eunomia Research & Consulting* facilitated a series of four consultation workshops with various stakeholder groups in November 2006. The workshops involved Members, Industry, Non-Governmental Organisations and the general public.

80. The aim of the workshops was to canvass ideas and opinions regarding the objectives presented in the JMWMS. It is hoped that the input from key stakeholders will help inform the consultation process, enabling the best possible strategy to be produced for Gloucestershire. The intention of each workshop was to focus on the objectives that were relevant to the group. This means that all groups did not discuss all of the objectives:

Objective One: “Changing Behaviour”

81. All workshops agreed that prevention should be the top priority. Generally agreed that people were willing to change behaviour and that education was the key means to success. Potential problems from the public's point of view included getting people to change consumption habits, and enforcing reduction. It was also debated just how much influence the GWP has over local businesses.

Objective Two: “Reduction First”

82. Members agreed that there needs to be greater emphasis on businesses carrying responsibility for reducing packaging waste. Other workshops either did not focus on this objective, or covered it elsewhere.

Objective Three: “Segregation at Source”

83. Members felt that the public were positive about current collection systems and were keen to pay for enhanced ones. This was echoed in findings from the community workshop where this objective was felt to be a good idea. Public would like to see a wider range of materials collected at kerbside.

84. Switching to AWCs would require good information to be imparted, as well as appropriate marketing.

85. Issues arising:

- Reference to three waste streams may prove restrictive.
- AWCs will require comprehensive kerbside recycling systems that are easy to understand and cope with.

- Setting up local recycling micro-stations may solve space issues.
- Food waste collections would need to be weekly and supported by hygienic collection systems.
- Public need a lot more information about what can and cannot be recycled. Current systems are inconsistent and confusing.

Objective Four: “Compost Hierarchy”

86. It was agreed that the strategy needs to make clear why home composting is best, and incentives need to be introduced to promote it.

Objective Five: “Residual Waste as a Resource”

87. Workshops identified that there was a need for this objective. It was agreed that unless consumption habits radically changed there would be no avoiding the need for residual treatment. The public were against incineration, though the industry felt that words like “burning” and “incineration” should be used in order to get the issues out into the public domain. The member's workshop inevitably highlighted the issue of public and political acceptability. Participants emphasised the importance of communications, information and education.

Objective Six: “Delivering the Strategy”

88. This objective was not heavily discussed in all workshops. It was suggested that it was unnecessary by the NGO workshop, though the public workshop strongly agreed with this objective.

Objective Seven: “Working in Partnership”

89. The GWP should drive the strategy forward. It was agreed that joint working has potential benefits. The public were suspicious that the GWP are not committed to joint working, although it is not discussed as to why this might be. The public would like to see the GWP take advantage of cross county or national partnerships.

Objective Eight: “Closing the Resource Loop”

90. Price and planning were the two most cited issues around this objective. It was felt that the wording of the strategy needs to reflect that price, often determines the place where material ends up. The public also felt it would be incorrect of the GWP to build new facilities instead of making use of existing ones.

Objective Nine: “Depollution of the Waste Stream”

91. This objective was not heavily discussed. NGO's felt that education was a factor. The public wanted to see this objective adopted, and wanted to see less hazardous waste finding its way into the waste stream in the first place.

Consultation on the JMWMS

92. In November 2006 the Gloucestershire Waste Partnership published its JMWMS. The strategy was made available for consultation between November 2006 and January 2007. Feedback on the nine strategic objectives was invited from the general public and key stakeholders. The JMWMS was revised in light of views expressed through this process.

93. The following methods were used to consult the general public on the relevant strategy objectives. These methods provided quantitative data to ensure we obtained views from a representative sample of Gloucestershire residents:

- Self completion questionnaires – sent to 4000 randomly selected residents.
- Self completion questionnaires – available via the internet, libraries and council offices.
- Community panel workshops.
- The Great Gloucestershire Debate.

94. The following methods were used to consult other stakeholders on the relevant strategy objectives. These approaches elicited comments at a higher level of detail than the general public consultation:

- Stakeholder workshops.
- General ad hoc feedback
- Self completion questionnaires.

The key messages to emerge from the consultation are summarised as follows:

95. There is little disagreement about the importance of any of the core objectives covered in the survey: Reducing waste; Education, Recycling and Composting as much as possible; Reducing Hazardous Waste; Recovering Value; and Working Together. The objectives that were viewed as least important still received over 90% support, and therefore the survey provides no grounds for questioning or omitting any of these objectives.

96. In terms of measures to increase recycling, the message that appeared to come through

clearly is that people want a wider range of materials to be collected in the kerbside collections (e.g. plastics and cardboard), and that providing clearer information on the recycling systems would help them to recycle more. This combined with the fact that fewer people thought that more frequent recycling collections or larger containers for recycling would be an incentive suggests that dissatisfaction with current systems is not the most significant restraining factor, in terms of performance.

97. Food waste collections appear to be the most controversial service proposal. Approximately 60% of respondents indicated that they would use such a service. While this appears a relatively low number it is in line with the upper end of food waste participation figures from other schemes in the UK. The main reasons for people saying they would not use a food waste collection service include the fact that households already home compost and perceptions of flies, vermin, smell and inconvenience. Clearly if participation figures are to be raised above current reported levels, these perceptions of food waste collection services are ones that must be overcome.

98. The issue of compulsory recycling is one that seems to receive a consistently high level of support, with 72% of respondents in this survey agreeing that recycling should be compulsory, a figure that is in line with other surveys conducted in the UK. Although support for such a measure may seem surprising, it is perhaps less so when one considers that most people perceive themselves as good recyclers and therefore would not consider that they would be affected by such an initiative. The support for compulsory recycling becomes slightly less clear when the issue of financial

penalties is put forward, with people clearly feeling less comfortable about such a prospect despite the fact that 'compulsory recycling' logically implies a sanction of some sort (of which a fine is the only sort allowed under the EPA) if it is to be enforced. Taken together these results suggest that as long as fines are rare, and used only as a last resort to ensure compliance where all other efforts have failed, compulsory recycling is likely to be a relatively popular initiative.

99. The issue of fortnightly or Alternate Weekly Collections (AWC) was addressed only indirectly in the survey. The focus was on determining which services residents felt would be most useful in the context of an AWC service. What is apparent from the survey results is that the prospect of a shift to AWC does not make food waste collection services appear more attractive. This seems to contradict evidence from actual food waste collection services that are in operation elsewhere with participation rates virtual double in schemes where residual waste is collected fortnightly compared to schemes where it is collected weekly. On the other hand garden waste collections, which were the most popular AWC related initiative among respondents, are in fact likely to be less impacted by the frequency of residual collection, as garden waste collection schemes are generally popular wherever they are introduced. It would therefore appear from the responses to this question that, although the question was asked in reference to AWC, most people have simply answered it in accordance with how they feel about the proposed schemes generally. The results are probably therefore best interpreted as providing some indication of the relative popularity of these services rather than as an indicator of how people will respond to such

services following the introduction of an AWC scheme.

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How to join up the development of LDDs and MWMS:

- include a representative from the WDA in key discussions within the WPA throughout preparation of LDD (and vice versa);
- co-ordinate the timetable for production of both LDD and MWMS;
- design community involvement, stakeholder participation and SA/SEA initiatives with one another's needs in mind and where practicable, seek to integrate; and
- co-ordinate monitoring.

PPS10 requires the core strategies of WPA to inform, and to be informed by, the MWMS. The core strategy, in setting out policies and proposals for waste management, should avoid prescribing particular waste management solutions for particular waste streams unless a sound reason exists for doing so.

The precise nature of proposals that come forward for new waste management will be heavily influenced by market needs. The core strategy should focus on delivering the Key Planning Objectives in PPS10 and ensuring sufficient opportunities for the provision of waste management facilities in line with the objectives. An exception to this may be in the case where an up-to-date MWMS, developed in line with Defra's 2005 policy guidance, provides a clear set of land requirements for the management of MSW and associated wastes.

Major capital intensive waste treatment facilities have generally only been developed by the

waste management industry where they have been underwritten by 'guaranteed tonnage' in the form of municipal waste management contracts. Where the MWMS identifies preferred technology options for municipal waste, and potentially for some commercial and industrial waste that is underwritten by WDA contracts, sites could (and should) be identified that are specifically tailored to those technologies.

Equally, in developing the MWMS, waste management officers should draw from the approved development plan, and review work underway, as well as engaging in a dialogue with the WPA, in developing preferred options for the MWMS. Otherwise there is a real risk of options developed in isolation being inconsistent with the spatial strategy for an area and ultimately unsuccessful in gaining planning permission.

Appendix B: List of Acronyms

Please note that although the majority of these acronyms do not feature in this document, the list has been provided to assist readers with understanding other planning documentation.

AAP	Action Area Plan
AMR	Annual Monitoring Report
AONB	Area of Outstanding Natural Beauty
APC	Air Pollution Control Residue
BMW	Biodegradable Municipal Waste
C&D	Construction and demolition waste
C&I	Commercial and industrial waste
CABE	Commission for Architecture and the Built Environment
CBI	Confederation of British Industry
CPA	County Planning Authority
CPRE	Council for the Protection of Rural England
CS	Community Strategy
CVS	Local Council for Voluntary Services
DC	Development Control
DCLG	Department of Communities & Local Government
DEFRA	Department of Environment, Food and Rural Affairs
DETR	Department of the Environment, transport and the Regions
DoE	Department of Environment
DPD	Development Plan Document
EA	Environment Agency
FoE	Friends of the Earth
GCC	Gloucestershire County Council
GDPO	General Development Procedure Order
HSE	Health and Safety Executive
IPPC	Integrated Planning and Pollution Control
LDL	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LPA	Local Planning Authority

LSP	Local Strategic Partnership
LTP	Local Transport Plan
LTP2	Local Transport Plan 2
M&W	Minerals and Waste
M&WDF	Minerals and Waste Development Framework
M&WDPD	Minerals and Waste Development Plan Document
MWDS	Minerals and Waste Development Scheme
M&WPA	Minerals and Waste Planning Authority
MLP	Minerals Local Plan
MPG	Minerals Planning Guidance Note
MPS	Minerals Planning Statement
MWMS	Municipal Waste Management Strategy
ODPM	Office of the Deputy Prime Minister
PPC	Pollution Prevention and Control
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
RAWP	Regional Aggregates Working Party
RPB	Regional Planning Body
RPG	Regional Planning Guidance
RSS	Regional Spatial Strategy
RTAB	Regional Technical Advisory Body
RWMS	Regional Waste Management Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAM	Scheduled Ancient Monument
SCI	Statement of Community Involvement
SEA	Strategic Environmental Appraisal
SMR	Sites and Monuments Record
SoS	Secretary of State
SPA	Special Protection Area
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
SSSI	Site of Special Scientific Interest
SW	South West
SWRA	South West Regional Assembly
T&CP	Town & Country Planning
WCA	Waste Collection Authority
WCS	Waste Core Strategy
WDA	Waste Disposal Authority
WLP	Waste Local Plan
WMS	Waste Minimisation Statement
WPA	Waste Planning Authority

Appendix C: Glossary of Terms

Please note that although the majority of these terms do not feature in this document the list has been provided to assist readers with understanding other planning documentation.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Enquiry by Design - This process helps reach agreement between groups that would normally hold differing aspirations by bringing them together and

focusing on the sustainability and quality of the urban environment itself. All concerns - technical, political, environmental and social - are tested and challenged by the design itself, so that design leads rather than follows the process.

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

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

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

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

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

Greenfield Site - A site previously unoccupied by built development.

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

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

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

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

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

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

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

Kerbside Collection - Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from

households. Excludes collection services delivered on demand.

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

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

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

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

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

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

Land Use Planning - The Town and Country Planning system regulates the development and use of land in the public interest, and has an important role to play in achieving sustainable waste management.

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

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

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

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

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

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

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

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

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

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

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

MPG - Mineral Planning Guidance.

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

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

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

Planning Aid - Voluntary provision by planners of free and independent professional advice on planning to individuals or groups unable to afford to pay for the full costs of such advice. Planning Aid includes the provision of training so that its clients can be empowered through better understanding of how the planning system works and the development

of skills that enable them to present their own case more effectively.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Regional Spatial Strategy (RSS) - This document is being prepared by the South West Regional

Assembly and will replace the Regional Planning Guidance for the South West. It will have statutory development plan status.

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

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

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

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

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

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

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

Special Areas of Conservation (SAC) - Designation made under the Habitats Directive to ensure the restoration or maintenance of certain natural habitats and species some of which may be

listed as 'priority' for protection at a favourable conservation status.

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

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

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

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

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

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

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

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

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

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

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

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

Waste Hierarchy - Suggests that: the most effective environmental solution may often be to reduce the amount of waste generated – reduction. Where further reduction is not practicable, products and materials can sometimes be used again, either for

the same or a different purpose – re-use. Failing that, value should be recovered from waste, through recycling, composting or energy recovery from waste. Only if none of the above offer an appropriate solution should waste be disposed.

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

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

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



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