

MINERALS & WASTE DEVELOPMENT FRAMEWORK

**Waste Core Strategy Submission Draft
Inspector's post-publication changes (editing)**

July 2010



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INTRODUCTION

The following document contains a series of changes required by the Inspector, as discussed in the hearing, and now proposed by the Council.

Chapter 4: Implementation and Monitoring

4.3 The AMR monitoring process will include the following issues:

- i) The quantities of waste managed at a range of Waste Management Facilities throughout the County;
- ii) Void space at non hazardous and inert landfill sites;
- iii) The numbers of planning applications for new Waste Management Facilities and the decisions taken on them;
- iv) The effectiveness of Development Plan policies in relation to decisions taken on planning applications;

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4.4 This will assist in monitoring actual performance against regionally agreed targets and assessing progress on the development needs for strategic sites identified in the Plan. Details are outlined in Appendix 5.

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4.5 Observations recorded in the AMR will ultimately feed into the review of the Waste Core Strategy that is intended to take place on a five year rolling basis or sooner if indicated by the AMR or by some other reasons such as legislative change. The AMR is discussed with other stakeholders at the Waste Liaison Group which includes representatives of interest groups, statutory bodies and the industry.

Waste Core Strategy Chapter 6, paragraph 6.2

6.2 The following Chapter considers wastes that are subject to sub-regional apportionment i.e. Municipal Solid Waste, Commercial & Industrial Waste and London Waste, as well as those that are currently not the subject of sub-regional apportionment i.e. Hazardous Waste, Inert Waste, Radioactive Waste, and Agricultural Waste. The following tables are based upon information contained within the Suffolk County Council Minerals and Waste Development Framework Annual Monitoring Review for 2007/8. Table 1 indicates the current total reliance on landfill for the disposal of residual Household Waste and the significant rate of recycling, including composting, that is already carried out (arisings include some household waste arising from Authorities outside Suffolk.).

Explain the derivation of the provision identified to be made in policies WCS3, 4 and 5.

6.4 Following the assumptions set out in Table 6 (and referred to in brackets below) the following shortfall in waste management provision is evident over the plan period of the Waste Core Strategy:

Recycling and composting facilities

- a continuing need for recycling and composting facilities amounting to 1,476,300 tonnes per annum (see Table 6: arisings multiplied by recycling and composting rate for both municipal and commercial & industrial waste for the year 2025/26);

Strategic Residual Waste Treatment Facilities

- 215,200 tonnes per annum of Residual Waste Treatment Facility capacity for Municipal Solid Waste (see Table 6: municipal waste to RWTF for 2025/26);
- 384,500 tonnes per annum of Residual Waste Treatment Facility capacity for Commercial & Industrial Waste (see Table 6: commercial & industrial waste to RWTF for 2025/26);

Strategic Non-hazardous Landfill

- 12,876 tonnes of Non-hazardous Landfill for Municipal Solid Waste ash (see Table 6: BFA to landfill for municipal waste 2018/19 to 2025/26);
- 22,832 tonnes of Non-hazardous Landfill for Commercial & Industrial Waste ash (see Table 6: BFA to landfill for commercial & industrial waste 2018/19 to 2025/26);
- ~~239,312~~ tonnes of Non-hazardous Landfill for Inert Waste for cap and cover (see Table 6: cap & cover 2018/19 to 2025/26);
- 848,000 tonnes of Non-hazardous Landfill for London Waste (see Table 6: cap & cover 2018/19 to 2025/26);
- ~~1,114,766~~ tonnes in total of Non-hazardous landfill (see Table 6: void capacity at end of year 2025/26).

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Policy WCS5 Specific sites for Non-hazardous Landfill

The County Council will plan for a quantity of Non-Hazardous Landfill capacity of up to 1,114,766 tonnes, in compliance with Table 6. Favourable consideration will be given to the following proposals for Non-Hazardous Landfill:

- a) extension of time and broadening of accepted waste categories to include Municipal Solid Waste residues at Site W7, Layham Landfill Site, Layham;
- b) establishment of new Non-hazardous Landfill at Site 67, Thorington;
- c) extension with the existing site boundaries to the existing Non-hazardous Landfill at Site W17, Foxhall Landfill Site, Foxhall, and;
- d) re-contouring of existing Non-hazardous Landfill at Site W11, Masons Landfill Site, Great Blakenham.

When considering the need for such facilities the County Council will take into account the capacity of existing recycling, composting, recovery and landfill facilities and proposed facilities that have planning permission or are the subject of a current planning application.

The landfilling of waste that could practicably be recycled, composted or recovered will not be acceptable. Conditions will be placed on planning permissions to ensure that only residual source-separated or pre-sorted waste is landfilled.

Proposals for landfill gas energy recovery will be required.

Policy WCS6 Safeguarding of waste management sites

The Waste Planning Authority will seek to safeguard existing sites and sites proposed for the re-use, recycling and composting, transfer, treatment, recovery or disposal of waste as shown in Appendix 1 of the Waste Core Strategy and on the Proposals and Inset Maps and will object to development proposals that would prevent or prejudice the use such sites for those purposes unless suitable alternative provision is made.

The Waste Planning Authority will seek to safeguard Areas of Search identified in policy WCS4 and shown on the Proposal and Inset Maps and will **encourage only** development proposals that would **not** prevent or prejudice the potential for a strategic residual waste treatment facility. This safeguarding is not intended to preclude other forms of development within the Area of Search which do not prejudice or would not be prejudiced by a strategic residual waste treatment facility.

Development proposals in close proximity to existing sites, Specific Sites or Areas of Search should demonstrate that they would not prejudice or be prejudiced by a waste management facility. The safeguarding policy will also apply to any site where planning permission has already been granted.

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Site 67: Thorington

9.2.8 The following assessments would be likely to be required as part of an Environmental Assessment in support of a planning application for a strategic ~~non-hazardous landfill~~.

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- Transport Impact Assessment
- Visual Assessment
- Air Quality Assessment
- Noise Assessment
- Ecological/Geological Assessment
- Hydrogeological Assessment

Site W17: Foxhall Landfill Site

9.3.7 The following assessments would be likely to be required as part of an Environmental Assessment in support of a planning application for a strategic non-hazardous landfill site.

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- Transport Impact Assessment
- Visual Assessment
- Air Quality Assessment
- Noise Assessment
- Ecological/Geological Assessment
- Hydrogeological Assessment

Site W11: Masons Landfill Site

9.4.8 The following assessments would be likely to be required as part of an Environmental Assessment in support of a planning application for a strategic non-hazardous landfill.

Deleted: residual waste treatment facility

- Transport Impact Assessment
- Visual Assessment
- Air Quality Assessment
- Noise Assessment
- Ecological/Geological Assessment
- Hydrogeological Assessment

Amend references to the East of England Plan to reflect its deletion by the Secretary of State

About this document

1.1 This document draws together the outcome of previous issues and options consultations in respect of policies and sites and takes into account the comments made. Proposals are made for sites suitable for the development of Strategic Residual Waste Treatment Facilities and Non Hazardous Landfill. Planning applications for other types of waste development are intended to be determined in accordance with the policies contained within this document and that of other relevant documents of the Development Plan.

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Other Policy Documents

1.22 The preparation of this Plan has taken account of a number of other policy documents. These include:

- the Suffolk Joint Municipal Waste Management Strategy,
- present and emerging DPDs of the District Councils in and adjoining Suffolk, so far as they may impact upon waste management matters; and,
- the waste DPDs of adjoining Waste Planning Authorities.

Deleted: <#>the East of England Plan that was approved by Government in May 2008 and replaces the Structure Plans within the Region including the Suffolk Structure Plan; ¶

Aim 1 To manage that volume of waste identified in the East of England by the Regional Technical Advisory Board (RTAB) as being apportioned to Suffolk.

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Objective 1: To provide policies and identify locations for the management of the quantities of waste apportioned to Suffolk through the East of England RTAB.

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In defining this objective, it is recognised that there will continue to be cross boundary movements of waste but total imports and exports will be approximately equal.

Spatial Portrait

5.1 The development of the vision, aims and objectives into policies and proposals must take into account spatial considerations. The following Chapter sets out a spatial portrait of Suffolk with reference to the social, economic and environmental character of the county. Reference is then made to waste management within the wider area covered by the RTAB. Finally, all these aspects are drawn together within a spatial policy for the management of waste within Suffolk.

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Regional Issues

5.26 The sub-regional apportionment, based upon county boundaries, for Municipal Solid Waste, Commercial & Industrial Waste, and imported waste from London is provided by the RTAB. This includes targets for recycling, composting and recovery and limitations on the landfilling of London Waste after 2015 and the building of new non-landfill facilities handling waste from primarily outside of the region. There is currently no sub-regional apportionment for other wastes including Hazardous Waste, Inert Waste, Radioactive Waste or Agricultural Waste.

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5.27 The counties that make up the RTAB, namely Norfolk, Suffolk, Essex (including Thurrock and Southend unitary authorities), Cambridgeshire (including the Peterborough unitary authority area), Bedfordshire (now represented by Bedfordshire Borough Council and Central Bedfordshire unitary authorities) and Hertfordshire, are all engaged in producing Waste Development Frameworks. These frameworks will all make provision in accordance with the guidance provided by the RTAB. Sub-regional apportionment itself is designed to take account of a number of factors such as projected economic growth levels and national waste policy in terms of targets for recycling etc. Although sub-regional apportionment allows for the cross county boundary movement of waste, the provision to be made in the Waste Development Frameworks should be equal to that which is arising within the county itself.

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Forecasts for the likely arisings for key dates during the plan period

9.2 It is considered useful to review below the sub-regional apportionment as set out by the RTAB, against the monitored levels of waste.

Deleted: <#>The Secretary of State approved the East of England Plan in May 2008 and it forms part of the Development Plan. The Waste Core Strategy must be in conformity with it.¶
<#>In discussing the role of the Regional Spatial Strategy (that in Suffolk's case is represented by the East of England Plan) Paragraph 13 of Planning Policy Statement 10: Planning for Sustainable Waste Management, states that:¶
¶
"The strategy for waste management confirmed by the Secretary of State following public examination should be carried forward into local development documents and will inform the preparation and review of municipal waste management strategies. In preparing local development documents, there should no need to reopen consideration of either its principles or the annual rates of waste to be managed."¶

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| Financial year | 05/06 | 06/07 | 07/08 | 08/09 | 09/10 | 10/11 |
|-------------------------------|-------|-------|-------|-------|-------|-------|
| Municipal Solid Waste | 418 | 434 | 450 | 466 | 483 | 501 |
| Commercial & Industrial Waste | 1011 | 1037 | 1063 | 1089 | 1117 | 1149 |
| London Waste | 332 | 310 | 287 | 264 | 242 | 220 |
| Total | 1761 | 1781 | 1800 | 1819 | 1842 | 1870 |

| Continued | | | | | | | | | |
|------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 11/12 | 12/13 | 13/14 | 14/15 | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 | 20/21 |
| 505 | 509 | 512 | 516 | 519 | 523 | 527 | 530 | 534 | 538 |
| 1181 | 1213 | 1245 | 1276 | 1320 | 1364 | 1408 | 1452 | 1496 | 1538 |
| 197 | 174 | 152 | 129 | 107 | 106 | 106 | 106 | 106 | 106 |
| 1883 | 1896 | 1909 | 1921 | 1946 | 1993 | 2041 | 2088 | 2136 | 2182 |

Source: Appendix C of the [former](#) East of England Plan

Municipal Solid Waste

6.8 [Table 5](#), indicates that Suffolk should plan annually to manage for between 418,000 tonnes in 2005/6 rising to 538,000 tonnes in 2020/21 of Municipal Solid Waste.

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Commercial & Industrial Waste

6.10 [Table 5](#), indicates that Suffolk should plan annually to manage for between 1,011,000 tonnes in 2005/6 rising to 1,538,000 tonnes in 2020/21 of Commercial & industrial Waste.

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London Waste

6.13 [Table 5](#), indicates that Suffolk should plan annually to manage a volume of London waste of 332,000 tonnes in 2005/6 reducing to 106,000 tonnes in 2016/17 and thereafter until 2021.

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6.15 After 2015 provision for the management of imported waste from London is to be restricted by [agreement between RTABs](#), to the landfill of residual waste that has been subject to the maximum practical level of recovery and treatment, for which landfill is the only practicable option.

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Hazardous Waste

6.16 The RTAB makes no sub-regional apportionment for Hazardous Waste which it defines as including the following groups:

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- construction and demolition waste, including asbestos and contaminated soils, and treated wood;
- oily wastes, batteries and accumulators, and end of life vehicles;
- chemical processing wastes, and marine wastes;
- waste water treatment and water industry wastes;
- waste electrical and electronic equipment, including TVs and fluorescent tubes.

6.17 There are currently no hazardous landfill sites in Suffolk although some specified existing non-hazardous landfill sites are licensed to accept asbestos in specially designated and designed cells. All other hazardous wastes are taken to sites outside the County for treatment or disposal.

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6.18 The RTAB is currently working upon, a Regional Hazardous Waste Strategy, although until the revised regional guidance is adopted no new site-specific provision is to be made within the Waste Core Strategy for Hazardous Waste. Planning applications for the transfer, storage, processing and treatment of hazardous waste will be considered by reference to Policy WCS21 of the Waste Core Strategy, which allows for the location of such facilities on land designated in Development Plans for General Industrial (B2) and Storage and Distribution (B8) uses, or within the establishment where much of the waste is produced.

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Inert Waste

- 6.19 The former East of England Plan makes no sub-regional apportionment for Inert Waste.

Radioactive Waste

- 6.22 The former East of England Plan makes no sub-regional apportionment for Radioactive Waste.

Agricultural Waste

- 6.31 The former East of England Plan makes no sub-regional apportionment for Agricultural Waste.

Conclusions in respect of Sub-regional Apportionment

- 6.34 The former East of England Plan runs until 2021, however the Waste Core Strategy covers the period up until 2026. In the absence of RTAB guidance to plan for the period between 2021 and 2026 the additional capacity required has been calculated by continuing the 2020/1 figures for a further 5 years. Therefore, the apparent over provision in the early part of the plan period maybe offset by the uncertainty later in the plan period.

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- 6.35 The RTAB guidance, is however currently being reviewed and extended to cover the period to 2031 and is likely to include revised waste apportionment figures which are significantly lower than those included in the current document, especially for Commercial & Industrial waste. The County Council intends to work to the new apportionment figures as soon as the revised RTAB guidance is adopted as policy. However, until the adoption of the replacement RTAB guidance, the provision within the Waste Core Strategy shall be based upon the existing figures as set out in Policy Waste Core Strategy, below.

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Policy WCS2 Management of Sub-regional Apportionment (thousand tonnes)

Provision will be made to manage those volumes of Municipal Solid Waste, Commercial & Industrial Waste and London Waste identified in the **former** East of England Plan as being apportioned to Suffolk during the plan period. This apportionment may be subject to change as a result of revision of regional guidance. The latest adopted sub-regional apportionment will be applied in calculating the provision to be made for waste management facilities. Until a revised apportionment is adopted to cover the period until 2026 the figures set out below will be used.

Proposals for new waste management development or an extension of existing waste development will only be permitted where there is a demonstrated need in compliance with Table 6. When considering the need for such facilities the County Council will take into account the capacity of existing recycling, composting, recovery and disposal facilities and proposed facilities that have planning permission or are the subject of a current planning application.

Permission may be granted for waste development involving importation of waste from outside the Plan area where this is demonstrated to maximise recycling, composting and recovery of waste materials and be the most sustainable option, taking into account regional self sufficiency and the ~~proximity to point of waste arising and the waste hierarchy.~~

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| | 2010/11 | 2015/16 | 2020/21 | 2025/26 |
|------------------------------------|---------|---------|---------|---------|
| Municipal Solid Waste | 501 | 519 | 538 | 538 |
| Commercial & Industrial | 1,149 | 1,320 | 1,538 | 1,538 |
| London Waste | 220 | 107 | 106 | 106 |

Table 6: Waste Capacity Requirements for Apportioned Waste

Assumptions

- | Use existing [former](#) East of England plan figures for waste arisings for both Municipal Solid Waste and Commercial & Industrial and "flat line at 2021
- | Use Joint Municipal Waste Management Strategy recycling targets for Municipal Solid Waste (i.e. 60% by 2015)
- | Use [former](#) East of England recycling, composting & recovery target for Commercial & Industrial waste i.e. 75% by 2015
- | Assume Residual Waste Treatment Facilities for Municipal Solid Waste and Commercial & Industrial Waste on stream in 2015/16
- | Assume residues similar to Energy from Waste i.e. 25% of volume as bottom Ash of which 3% cannot be recycled and ends up in landfill
- | Assumes continued input of "inert" waste to Non Hazardous landfill sites at current rates until existing void capacity is exhausted
- | Assumes 20% cap & cover for "new" void capacity
- | London waste as per the [former](#) East of England apportionment (all to landfill)

Non-hazardous landfill

7.6 The Core Strategy has identified a number of sites for additional non-hazardous landfill capacity. This additional capacity is considered sufficient to meet the anticipated need for non-hazardous landfill in the County during the plan period.

7.7 National policy seeks to move waste management up the waste hierarchy. The Vision set out in the Core Strategy envisages that by the end of the plan period only wastes that cannot practicably be recycled or composted, or are themselves the products of other residual waste treatment processes, will be landfilled.

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7.9 However, it is considered prudent to include a generic development control policy for non-hazardous landfill for the following reasons:

a) The forecast figures for the volumes of non-hazardous waste that has to be accommodated during the Plan period are dependent on the timely introduction of Residual Waste Treatment facilities and the achievement of the targets for increasing re-use, recycling and composting of waste set out in the RTAB guidance and;

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b) It is possible that on further detailed investigation the capacity available in sites identified for non-hazardous landfill in this Core Strategy may be less than estimated.

Policy WCS9 Approval of sites for disposal of non-hazardous waste by landfilling or landraise.

Additional voidspace or areas of landraise not specifically identified in the Waste Core Strategy for the deposit of non-hazardous wastes will be approved where:

- a) There is an identified need for waste apportioned to Suffolk by the former East of England Plan to be disposed of in this manner, with reference to Table 6. When considering the need for such facilities the County Council will take into account the capacity of existing recycling, composting, recovery and landfill facilities and proposed facilities that have planning permission or are the subject of a current planning application or are identified within the Waste Core Strategy, and;**
- b) No acceptable alternative form of waste management can be made available to meet the need. The landfilling of waste that could practicably be recycled, composted or recovered will not be acceptable. Conditions will be placed on planning permissions to ensure that only residual source-separated or pre-sorted waste is landfilled, and;**
- c) The site meets the specific criteria set out in Appendix 4 and Policy WCS7.**

Proposals for landfill gas energy recovery will be required.

Policy WCS10 General Waste Management Facilities

General waste management facilities (other than strategic residual waste management facilities and landfill sites) are considered, in principle, unless otherwise stated, to be suitable for location within the following areas:

- a) Land in existing waste management use;**
- b) Land in existing General Industrial use (B2 Use Class) or in existing Storage or Distribution use (B8 Use Class) (excluding open air composting);**
- c) Land allocated for B2 and B8 purposes in a Local Plan or Development Plan Document (excluding open air composting);**
- d) Redundant Agricultural and Forestry Buildings;**
- e) Agricultural and Forestry Land (open air composting only);**
- f) Brownfield land (excluding open air composting);**
- g) Unallocated Former Airfields (open air composting only);**
- h) Waste Water Treatment Facilities (enclosed composting and anaerobic digestion only);**
- i) Current and former mineral workings (open air composting and construction, demolition and excavation waste recycling only).**

Proposals must also comply with the general considerations set out in Policy WCS7. When considering the need for such facilities the County Council will take into account, where applicable, if there is an identified need for waste apportioned to Suffolk by the former East of England Plan to be disposed of in this manner, with reference to Table 6. as well as the capacity of existing recycling, composting, recovery and disposal facilities and proposed facilities that have planning permission or are the subject of a current planning application.

Hazardous Waste

7.50 The volume of hazardous waste generated in Suffolk is low. Most of this is taken to hazardous waste treatment facilities or hazardous waste landfills elsewhere in the Country. There are no “hazardous landfill sites” in Suffolk (although some material such as asbestos may be disposed of to cells within specific non-hazardous landfill sites in accordance with the conditions of their Environmental permits granted by the Environment Agency).

7.51 The RTAB has commissioned research into the need for additional hazardous waste landfill capacity in the Region. This concluded that there was a shortfall of landfill capacity for hazardous waste. It is proposed that this will be addressed in the next review of RTAB guidance.

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7.52 It is too early to say whether Suffolk should be making any provision for hazardous waste landfill or whether the County would be capable of handling such sites given the nature of its underlying geology and heavy reliance on ground water for providing potable water supply.

7.53 Therefore, the Waste Core Strategy does not make any provision for hazardous waste landfill capacity. If the review of the RTAB guidance indicates that Suffolk should make provision for any hazardous waste capacity in future, this will be addressed through a review of the Core Strategy.

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