Nottinghamshire and Nottingham

Replacement Waste Local Plan

Part 2: Sites and Policies

A consultation on the proposed site selection methodology

Summary

Every year the UK produces more than 150 million tonnes of waste from households, shops, offices, manufacturing and construction¹. Although we now re-use and recycle far more of our waste than before, maintaining this progress and meeting ambitious future recycling targets depends on developing new waste management facilities to deliver these aims.

Nottinghamshire County Council and Nottingham City Council are working together on a replacement Waste Local Plan to guide the development of these new facilities within Nottinghamshire and Nottingham. The first part of the replacement Waste Local Plan, known as the Waste Core Strategy, was adopted in December 2013. This sets out the broad framework for developing future waste management facilities including broad locations and site criteria.

Following on from the Waste Core Strategy we are now preparing more detailed policies to decide which sites should be allocated and the types of environmental controls that we should put in place.

Together we need to decide on the most suitable locations for new waste management infrastructure across Nottinghamshire and Nottingham. Before we identify and consult on any specific sites we are first seeking your views on the most appropriate criteria for selecting and shortlisting possible sites.

Anyone can comment on this consultation but we need to hear from you by 26th June 2015.

This consultation closes on 26th June 2015

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¹ Waste Management Plan for England, Defra, December 2013

Introduction 1.

- 1.1 Every year the UK produces more than 150 million tonnes of waste from households, shops, offices, manufacturing and construction². The Government and local authorities are working hard to reduce this and we now re-use and recycle far more of our waste than ever before - but maintaining this progress, and meeting ambitious future recycling targets, depends on developing new facilities to manage this waste as sustainably and efficiently as possible.
- 1.2 Nottinghamshire County Council and Nottingham City Council are working together on a replacement Waste Local Plan to guide the development of these new facilities within Nottinghamshire and Nottingham. This is being prepared in two parts.
- 1.3 The first part of the replacement Waste Local Plan, known as the Waste Core Strategy, was adopted in December 2013. This anticipates future waste management needs and identifies, broadly, where new facilities will be needed.
- 1.4 Work is now being carried out to prepare the second part of the Plan, to be known as the Sites and Policies document. This will be used to allocate specific sites, or areas of search, for waste management use and will include detailed policies on site layout, design and operation
- 1.5 Until these detailed policies are in place, saved policies from the Councils' existing Waste Local Plan will be used to determine waste planning applications.
- 1.6 As part of preparing the Sites and Policies document, there will be on-going consultation with statutory bodies, other local authorities, the waste industry, interest groups and local communities. The Councils are currently seeking your views on how potential waste management sites should be selected. This includes sites for recycling, anaerobic digestion, composting, energy recovery and disposal.

Why do we need to identify sites for waste management use?

1.7 As well as producing less waste in future, better ways of managing the waste that is produced have to be found in order to make the best use of our resources. The Waste Core Strategy therefore sets an ambitious, albeit voluntary, target of recycling 70% of our waste by 2025. We also know that significant growth in both housing and employment is planned across Nottinghamshire over the next fifteen years.

² Waste Management Plan for England, Defra, December 2013

- 1.8 Meeting future recycling targets, and supporting this level of growth, will therefore require significant new waste management infrastructure to be developed.
- 1.9 National planning policy³ requires us to identify sites and/or areas for new or enhanced waste management facilities in appropriate locations and sets out clear guidelines as to the physical and environmental factors that should be considered.
- 1.10 At the local level, the Sites and Policies document is therefore the key tool for making sure that sufficient land is available for the waste industry to come forward with new facilities to re-use, recycle and recover as much of our waste as possible. We may also need to identify additional disposal capacity for residual waste where there is no other realistic alternative.

What is this consultation about?

- 1.11 Broad locations for future waste management facilities have already been identified within the Waste Core Strategy. This promotes new facilities in or close to the main urban areas of Nottingham, Mansfield/Ashfield, Newark, Worksop and Retford in order to manage waste close to where it is produced as far as practically possible.
- 1.12 The Sites and Policies document will therefore need to identify the most suitable sites within these 'broad areas' to ensure an appropriate balance between meeting future waste management needs and minimising potential environmental impacts.
- 1.13 The purpose of this informal consultation is to make sure that the way in which possible future sites are shortlisted is as robust and transparent as possible, and that it takes account of relevant local circumstances and the most up to date information available.
- 1.14 No specific site allocations or areas of search are being identified at this stage of the plan preparation process.

Have your say

1.15 The following pages set out the proposed methodology for selecting suitable sites and seek your views on whether there are any other relevant factors that should be considered.

³ National Planning Policy for Waste, Department for Communities and Local Government, October 2014 which should be read in conjunction with the National Planning Policy Framework, Department for Communities and Local Government, March 2012.

- 1.16 Feedback from this consultation will be used to inform the final site selection methodology to ensure that only the most appropriate sites are put forward for public consultation at a later stage of the process.
- 1.17 Comments on the proposed methodology can be submitted online using the following link www.nottinghamshire.go.uk/wastehaveyoursay or by email at development.planning@nottscc.gov.uk.
- 1.18 If you prefer you can send your comments in writing to: Planning Policy Team, Nottinghamshire County Council, County Hall, West Bridgford, Nottingham NG2 7QP.
- 1.19 Please make sure that we receive your comments by 26th June 2015.

Alternative Formats

1.20 This document can be made available in alternative formats or languages on request.

2. Background to Site Selection Methodology

- 2.1 In order to identify which sites should be allocated, it is important to ensure that the selection process is comprehensive, clear, and robust. The sites which are taken forward should be those that are the most suitably located to meet future needs whilst being both physically and environmentally acceptable in order to deliver the aims of the Waste Core Strategy.
- 2.2 The adopted Waste Core Strategy is the starting point for site selection as this identifies the broad areas where new facilities are expected to be required and sets out general site criteria as to the types of location that are likely to be most suitable for these uses. The majority of new facilities are expected to be developed in or around the main urban areas of Nottingham,

 Mansfield/Ashfield, Newark, Retford and Worksop. Within these broad areas, priority is given to existing or proposed industrial and employment areas in line with national policy.
- 2.3 Section 3 of this consultation outlines the proposed methodology that will be used to narrow down the choice of potential sites.

What types of sites are we looking for?

- 2.4 There are a wide range of different technologies that can be used to process waste and these may have differing environmental impacts depending upon the treatment methods used. However, in very general terms, most kinds of recycling, energy recovery and waste transfer operations will have similar characteristics in terms of requiring an appropriate building in which to process the waste and acceptable road access for HGVs. Large-scale facilities may also be able to make use of possible rail or water links but all facilities will involve some degree of road transport.
- 2.5 Most of these operations are therefore similar to light industrial, warehousing and distribution type uses although some specific uses, such as scrapyards or aggregates recycling, have greater potential for disturbance and are better suited to more general industrial areas that are typically located away from other sensitive land uses i.e. residential properties.
- 2.6 Where required, disposal facilities (landfill or land-raise) have their own specific characteristics and also need to be sited an appropriate distance away from sensitive areas such as housing or water aquifers.
- 2.7 This ongoing process of site selection therefore distinguishes between sites that may be suitable for a range of possible waste treatment uses (i.e.

typically 'built' uses) and sites that would be suitable for either non-hazardous or inert waste disposal.

Work carried out so far

- 2.8 As part of the background evidence for preparing the Waste Core Strategy the Councils carried out an initial assessment of land availability in order to demonstrate that there were sufficient sites to deliver the spatial approach set out within the strategy. This involved a desk based study of all existing and proposed employment sites and records of other previously developed (brownfield) land, quarries, mines and landfill sites. Specific suggestions were also sought from the waste industry, mineral operators and landowners.
- 2.9 These sites were then assessed in terms of their size, location and development status to establish a list of sites for further evaluation. Details of this preliminary work and the proposed methodology for on-going future assessment were set out within Background Paper 2 to the Waste Core Strategy which was prepared in December 2012⁴. This set out six separate stages for assessing potential sites.

Updating existing evidence

- 2.10 Following adoption of the Waste Core Strategy in December 2013, the Councils are revisiting this work to update the evidence base of potential sites and refine the proposed site assessment methodology.
- 2.11 This consultation on the site selection methodology therefore updates each of the six steps set out within the Background Paper and seeks your views on the information collected so far and the criteria that will be used to select suitable sites for allocation.

⁴ see Waste Core Strategy Background Paper 2: Existing Waste Management Sites and Initial Assessment of Future Sites, Nottinghamshire County Council and Nottingham City Council, December 2012

3. Proposed Site Selection Methodology

3.1 Figure 1 below illustrates the six key stages of the proposed site selection process which are then explained in more detail in the following sections.

Figure 1 – Proposed Stages of Site Selection

Stage 1 Preliminary site identification

Identify comprehensive list of potential waste treatment and disposal sites for subsequent shortlisting;

Stage 2 Preliminary site elimination

Elimination of sites with immediately obvious constraints in terms of size and/or availability, or where there are particularly sensitive neighbouring land uses;

Stage 3 Compliance with Waste Core Strategy

Assess sites against strategic polices in adopted Waste Core Strategy;

Stage 4 Further site elimination

Assess remaining against wider range of environmental criteria;

Stage 5 Site deliverability and availability assessment

Confirmation of site ownership, availability and likely timescales for development;

Stage 6 Statutory assessments and public consultation on

shortlisted sites

Carry out statutory sustainability, habitat, transport, flood and health assessments and consult on shortlisted sites.

Stage 1 - Preliminary site identification

- 3.2 The first stage of site selection is to compile a comprehensive list of potential sites from which to shortlist those most suitable for possible waste management use.
- 3.3 As explained in paragraphs 2.4 2.6 above, different types of waste management facilities have different land use characteristics. The initial search for sites has therefore been divided into two separate categories to reflect the different requirements for the various waste treatment processes or 'built' uses (i.e. recycling/materials recovery, enclosed or in-vessel composting, anaerobic digestion, waste transfer and energy recovery) and 'disposal' facilities (i.e. landfill or land-raise schemes).

A) Treatment facilities

- 3.4 To identify sites which may potentially be suitable for waste treatment, it is proposed to use the following sources of information:
 - i. Nottinghamshire and Nottingham Waste Local Plan (Jan 2002) sites previously allocated or shown as areas of search within the Waste Local Plan (January 2002). Any sites which have not been implemented will be re-assessed alongside all of the sites identified from other sources.
 - ii. District/Borough/City Council Local Plans sites allocated or protected for employment use. This includes land allocated for general industrial (B2) and storage and distribution (B8) uses as well as mixed use schemes (usually a mix of housing and employment or retail uses) where suitable mitigation could be provided and there may be benefits in locating appropriate waste management infrastructure close to proposed new development. For the purposes of this site search we are using both sites that are allocated in adopted plans and those that are proposed within emerging Local Plans
 - iii. District/Borough/City Employment Land Studies periodic studies of the amount of existing and allocated employment land in each of the Nottinghamshire Districts/Boroughs and the City Council will be used to identify remaining vacant sites and exclude those which have already been developed/ occupied.
 - iv. East Midlands Development Agency Brownfield Land Survey, 2005 this was a detailed survey of all Brownfield land within the East Midlands in 2005 which looked at the suitability of these sites for redevelopment or recreational use. This provided a useful initial checklist of former industrial sites, railway, colliery and derelict land but has now been superseded by

- the more up to date local assessments of employment land within the District/Borough/City Council Employment Land Studies.
- v. Nottingham City Region Employment Land Study, 2007 this reviewed available employment land throughout the Nottingham City region, including the City, Rushcliffe, Gedling, Broxtowe, Erewash and the southern part of Ashfield.
- vi. East Midlands Northern Sub-Region Employment Land Study, 2008 assessed the demand for, and supply of, employment land in Northern Sub-Region of the East Midlands including the Nottinghamshire districts of Ashfield, Bassetlaw, Mansfield and Newark and Sherwood.
- vii. Employment Land Forecasting Study for the Nottingham Core and Outer Nottingham Housing Market Areas Ashfield District, Broxtowe Borough, Erewash Borough, Gedling Borough, Mansfield District, Newark and Sherwood District, Nottingham City and Rushcliffe Borough Councils have recently commissioned to a new study to identify anticipated future economic trends and associated employment land requirements using the most recent economic and housing forecasting data. This may affect future allocations of employment land by these Councils. The findings of this study have not yet been published but will be reviewed once they become available.
- viii. Sites promoted by landowners and developers initial expressions of interest were sought from landowners, developers, the waste industry and mineral operators during the early consultation stages on the Waste Core Strategy. A separate, formal, call for sites was then carried out in June 2011. This was then repeated in October 2013 following the receipt of the Inspector's Report into the Waste Core Strategy which confirmed that the spatial approach and site criteria within the Strategy were considered 'sound'. Details of all of the sites put forward at each stage have been kept on file and the Councils have contacted all those who responded to confirm whether or not they wish these to be assessed as pat of preparing the second part of the Waste Local Plan the Sites and Development Management Polices Document. Sites may also be put forward in response to this current consultation.

B) Disposal facilities

3.5 The following sources of information will be used to compile a list of sites potentially suitable for disposal (i.e. landfill or land-raise):

- i. Existing landfill sites a review of existing landfill sites to see whether these are suitable, in principle, to be extended. The operators of existing non-hazardous, inert and restricted-user landfill sites were contacted about their anticipated future requirements and to ascertain whether or not they felt that extending any of their existing sites was economically and physically feasible. This work will need to be updated to take account of the proposed closure of two non-hazardous landfill sites prior to the next stage of the plan preparation process.
- ii. Former colliery land in need of restoration Nottinghamshire's coal mining legacy left a large number of former colliery tips and pit heads to be restored. The majority of former pit heads have now been redeveloped for employment use and most of the tips have been restored, but there are some which are potentially in need of further restoration. With the help of the County Council's Reclamation Team, who are responsible for monitoring the former pit tips, a number of potential sites have been identified where landscape or ecological benefits could be gained from improved restoration schemes involving the importing of waste materials or re-working of the colliery spoil to provide additional voidspace. Sites which have already been fully restored have been excluded from this assessment.
- iii. Existing and potential future mineral voids a desk-based survey of existing quarries, including old un-restored sites as well those currently being worked, and sites allocated within the existing Nottinghamshire Minerals Local Plan (2005) or those which are being considered for allocation within the review of the Minerals Local Plan.
- iv. Sites promoted by landowners and developers –in conjunction with the desk-based survey above, we have contacted all of the existing mineral operators in the County and those who have responded to consultation on the emerging replacement Minerals Local Plan, to identify sites which they consider may be suitable for waste disposal. The power companies who operate the County's three coal-fired power stations were also contacted to establish whether they would be seeking any additional ash disposal capacity.
 - **Q.** Are the sources of information listed above the most appropriate to identify potential sites? Are there any other potential sources of site information that you think should be included?

Stage 2 - Preliminary site elimination

3.6 A preliminary sieving exercise will be carried out in order to eliminate those sites with immediate constraints in terms of size and/or availability, or where there are particularly sensitive neighbouring land uses, as follows:

A) Treatment facilities

- Sites with an area less than 1 hectare sites of less than 1 hectare were removed as these were considered unlikely to be suitable for significant waste treatment facilities. This threshold was derived from *Planning for Waste Management Facilities: A Research Study*, ODPM, 2004 and through consultation with the Waste Core Strategy stakeholder group involving the waste industry, local authority (environmental health, waste collection and planning) representatives, statutory consultees, and local environmental and other interest groups.
- Sites which have already been developed consultation with District/Borough/City Council Planning Officers to identify and remove any sites which have subsequently been developed or where there is less than 1 hectare of vacant land remaining.
- Sites committed for alternative uses consultation with District/Borough/City
 Council Planning Officers to identify and remove any sites which have
 subsequently been allocated or granted planning permission for nonemployment uses such as housing.
- Sites not considered suitable for waste management use the use of site visits, aerial photos, and consultation District/Borough/City Council Planning Officers to examine the relationship of sites to their surrounding area and identify obvious constraints such as poor accessibility or proximity to sensitive uses such as housing or sites restricted to B1 employment uses⁵. Where suitability is uncertain sites will be retained for further assessment.

B) Disposal facilities

 Colliery land not suitable for disposal – the use of site visits, aerial photos, and consultation with District/Borough/City Council Planning Officers and the County Council's Reclamation team to remove those sites which are considered physically or environmentally unsuitable due to lack of void space, ecological or landscape issues, poor accessibility, or proximity to sensitive

⁵ Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.

uses such as housing. Where suitability is uncertain sites will be retained for further assessment.

 Flood and groundwater constraints – high-level assessment of known flood and groundwater constraints which would restrict the use of sites for nonhazardous waste in particular. This will be based on published groundwater and flood mapping and preliminary advice from the Environment Agency.

Q. Are there any other site elimination criteria which should be used at this stage or any which should not be used (please give details)?

Stage 3 - Compliance with Waste Core Strategy

3.7 Part 1 of the replacement Waste Local Plan: the Waste Core Strategy sets out the spatial approach and general site criteria as to where future waste management facilities should be located. Site suitability for the different types of waste treatment and disposal will therefore be assessed against the following strategic policies to ensure that only sites compliant with the Waste Core Strategy are carried forward for more detailed assessment:

A) Treatment facilities

- Policy WCS4 Broad locations for waste treatment facilities identifies the
 broad areas where new or extended waste treatment facilities are likely to be
 needed and seeks to focus the majority of new waste treatment infrastructure
 in or close to the main urban areas of Nottingham, Mansfield/Ashfield,
 Newark, Worksop and Retford. GIS mapping will be used to plot the
 preliminary list of sites against the broad areas indicated on the Waste Core
 Strategy Key Diagram. As these are indicative boundaries, any sites which
 are considered borderline as to whether or not they fall within the boundary
 will be retained for further assessment.
- Policy WCS7 General site criteria directs waste treatment facilities to
 predominantly employment/industrial land along with derelict sites and other
 previously developed land within the broad areas identified in Policy WCS4
 (see above). Those sites which have been identified from District/Borough
 Local Plans and Employment Land Studies will already satisfy this policy test
 but sites identified in other studies or submitted by landowners, developers or
 operators will need to be assessed against Policy WCS7.

B) Disposal facilities

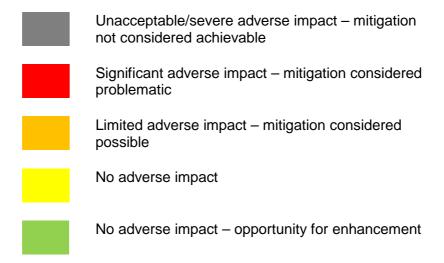
Policy WCS5 – disposal sites for hazardous, non-hazardous and inert waste –
identifies shortfall areas around the Nottingham and Mansfield/Ashfield areas
preferred but difficulties may mean have to extend to whole plan area. This
also identifies a sequence of search based on extensions to existing disposal
sites; the restoration and/or re-working of old colliery tips and existing or
proposed mineral workings. Disposal on Greenfield sites will be considered
only where there is no other alternative.

Q. Are there any other strategic Waste Core Strategy policies that you think should be considered at this stage (please give details)?

Stage 4 – Further site elimination

- 3.8 Having eliminated those sites which are not in accordance with the Waste Core Strategy, or that are subject to insurmountable constraints in terms of their location, access or surrounding land uses, all remaining sites will then be assessed against a wider range of environmental criteria as set out in Table 2. These criteria have been grouped broadly under the following categories.
 - Biodiversity;
 - Historic environment;
 - Landscape/Townscape;
 - Open Space;
 - Water (including flooding);
 - Soil:
 - Air:
 - Transport and Site Access;
 - Health and Safety.
- 3.9 This further elimination stage will not replace the need for a Sustainability Appraisal but will identify whether there are whether there are any other significant or overriding environmental factors which might rule out individual sites at this stage.
- 3.10 This assessment will consider the scale and nature of the predicted impact in terms of whether this is likely to be positive or negative; short, medium or long term; and whether it is likely to contribute to cumulative effects alongside other factors. This will also take into account whether the impact is likely to be temporary or permanent and whether the effects could be adequately mitigated.

3.11 Based on this this assessment, it is proposed to grade sites according to the likely significance of any anticipated impacts as follows:



- 3.12 The use of colour-coded grades rather than a number based system is considered more appropriate as this avoids the temptation to add up a score for each individual site. A scoring or weighting system is not considered appropriate as the impacts in each case are unlikely to be directly comparable. The colour coded grading will be used as a visual indicator of the issues to be addressed when making an objective comparative assessment of each site.
- 3.13 Where more detail is needed to inform the assessment the Councils will consult in-house specialists and/or external consultants to carry out additional assessments.

Q. Is the proposed grading of impacts shown in Table 1 appropriate? If not, why not?

Table 2 – Further site elimination criteria

Theme	Indicator	Information Source
Biodiversity	Special Protection Area (SPA) Special Area for Conservation (SAC) Site of Special Scientific Interest (SSSI) Ancient woodland National Nature Reserve (NNR) Local Nature Reserve (LNR) Local Wildlife Site Protected species Local Biodiversity Action Plan (LBAP) habitats	Local Biodiversity Action Plan (LBAP) Natural England NCC and City Ecologist Biological Records Centre Nottinghamshire Wildlife Trust Local Green Infrastructure Strategies
Historic environment	Scheduled Ancient Monument (SAM) Ancient woodland World Heritage Site Grade I/II* listed buildings Registered battlefield Historic parks and gardens Conservation area	Historic England Buildings at risk register NCC and City Council Archaeology and Conservation Teams
Landscape/Townscape	Ancient woodland Conservation area Tree Preservation Orders	Landscape character assessment NCC and City Council Highway and Conservation Teams
Open space	Green Belt Playing Field Urban Green Space	District/Borough and City Council Local Plans
Water	Nitrate vulnerable zones Groundwater Protection Zones Flood risk	Environment Agency Internal Drainage Boards Lead Flood Authorites Strategic Flood Risk Assessment (Level 1)

Theme	Indicator	Information Source
Transport and Site Access	site accessibility water/rail opportunities pipeline Rights of Way	Network Rail/Rail Authority Highway Agency (trunk roads) Local Highway Authority Canal and River Trust Commercial Boat Operators Association NCC and City Council Highway and Public Access teams
Soil	Best and most versatile agricultural land	Natural England/Defra archive
Air	Air quality Management Areas (AQMAs)	District/Borough and City Council Pollution Control teams
Health and safety	Ground stability Contaminated land Air quality Airfield safeguarding Defence estates safeguarding	Contaminated land register

Q. Are there any other elimination criteria that you think should be added to this list (please give details)?

Stage 5 - Site deliverability and availability assessment

- 3.14 All of those sites remaining after Stage 4 will be subject to a deliverability and availability assessment. This will be used to establish that the site is still available for development and that there are no fundamental constraints to it being brought forward within the timescale required for the Waste Core Strategy.
- 3.15 This will involve further consultation with the District and Borough Councils, the County and City Council's economic development teams, land owners and waste operators to confirm site ownership, availability and timescales for development.
- 3.16 This may also include any identified infrastructure constraints such as highway or drainage improvements that might be required before a site could be developed.
- 3.17 Where sites are being put forward for allocation by a landowner or developer, and are not already identified for employment uses within a District, Borough or City Local Plan, the County and City Councils will require evidence that there is an appropriate waste operator linked to the proposal to demonstrate that the site is deliverable.

Stage 6 – Statutory assessments and public consultation on shortlisted sites

- 3.18 At this stage, remaining sites which are considered suitable 'in principle' for inclusion within the Sites and Policies document, will then be subject to the following statutory assessments in accordance with current national policy and guidance:
 - Sustainability Appraisal an appraisal of the environmental, social and economic effects using the sustainability objectives and decision making criteria set out with the Sustainability Appraisal Scoping Report.
 - Strategic Flood Risk Assessment this will provide information on potential sources of flooding and mitigation to both inform the sustainability appraisal and enable the sequential test to be applied to prospective sites. This assessment will enable comparison of the sites in terms of their likely impacts on, and susceptibility to, flooding.
 - Transport Assessment will provide a baseline from which to assess waste movements associated through the plan area and enable a comparative assessment of the traffic impacts from each of the proposed sites.

- Habitats Regulations Assessment a formal assessment of the impacts of each site on the integrity of a Special Protection Area, proposed Special Protection Area, Special Area for Conservation or Ramsar site.
- Health and Equality Impact Assessments will ensure that any implications that the proposals may have on health and equality are considered and addressed.
 - **Q.** Are there any other detailed appraisals that you think should be added to this list? If so, what are they?
- 3.19 Public consultation on the shortlisted sites will be carried out in accordance with the County and City Council's respective Statements of Community Involvement later this year. All of the comments received will be used to help prepare the final Submission Draft of the Sites and Policies document which will be subject to further public consultation.
- 3.20 Please note that if you are a landowner, developer or site operator and have not already submitted site details to us, it is important that you now contact us as soon as possible as it may not be possible to consider sites submitted after this stage. Contact details are provided at the start of this consultation paper.
 - **Q.** Are there any sites which you wish to put forward for consideration that you have not previously submitted? If so, please provide details of the site's location, size and intended use on the form provided (insert web link to form when available).

Please make sure that all comments or site suggestions reach us by 26th June 2015