

Hertfordshire Waste Development Framework

Implementation of Hertfordshire Waste Local Plan Policies

A Guide for District Councils

DRAFT December 2015

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1.0 Introduction

Purpose of this Guide

- 1.1 The adopted Waste Core Strategy and Development Management Policies document and the Waste Site Allocations document form the Hertfordshire Waste Local Plan. These documents set out the spatial vision, strategic objectives, sites and policies for waste planning in the county from 2011-2026.
- 1.2 The purpose of this guide is to ensure that specific policies from the Waste Local Plan are taken into consideration within emerging local plans and at the planning application stage, by the county's ten district/borough local planning authorities. In order to achieve this, this guide has therefore been split into two parts for local plan making and the development management process.
- 1.3 This guide also sets out waste management issues, which should be taken into account in planning for new development and suggested wording that could be used in draft policies, along with wording that could also be used in conditions attached to planning permissions by the districts for the proposed development. This is in order to ensure that the principles of sustainable waste management are fully incorporated in the development planning process.

Context

- 1.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that "If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."
- 1.5 Under the provisions of Section 38(6), both district and county planning authorities are required to have regard to the relevant Local Plans, including the Hertfordshire Minerals Local Plan (March 2007), the Waste Core Strategy and Development Management Policies document (November 2012) and the Waste Site Allocations document (July 2014). These together with the district/borough Local Plans constitute the 'Development Plan'.
- 1.6 Hertfordshire's Waste Local Plan is a primary consideration in the determination of planning applications for waste management facilities. More generally, the main objective of the local plan is the achievement of sustainable waste management in the county, including waste minimisation, re-use and recycling, and a reduction in the amount of waste disposed to landfill. However, these policies are also applicable to proposed developments, in particular built development, for which the district/borough authorities will be the determining authority.

- 1.7 The Waste Local Plan implements the 'Waste Hierarchy', based on the elements of minimisation, re-use, recovery and disposal. In support of this hierarchy, the Waste Core Strategy and Development Management Policies document sets out various targets and indicators against each of its 20 policies.
- 1.8 The achievement of these targets will depend first and foremost on the waste management practices of householders, commerce, industry and the construction sector. A combination of measures including education, legislation and the sustainable management of local authority collected waste (for which the districts and county council both have responsibilities) is being pursued to this end.

2.0 Relevant National and Local Planning Policy

2.1 This section outlines the applicable national and local planning policy that is relevant to all district/borough Local Planning Authorities in their respective roles as Development Management and Local Plan units.

The EU Waste Framework Directive

- 2.2 The EU Waste Framework Directive (2008/98/EC) provides a legislative framework for the management of waste across the European Union. The Directive applies to most wastes which includes commercial and industrial, construction and demolition, local authority collected, low level radioactive, agricultural, hazardous and waste water.
- 2.3 The EU Waste Framework Directive contains 43 Articles, of which the following five Articles are considered to be of relevance to waste planning authorities:
 - Article 4: Waste Hierarchy
 - Article 13: Protection of human health and the environment
 - Article 16: Principles of proximity and self-sufficiency
 - Article 28: Waste Management Plans
 - Article 34: Periodic Inspections
- 2.4 Although the Waste Planning Authority has a responsibility to comply with the above five Articles, it is also the responsibility of all local planning authorities to implement Articles 4 and 13. Article 4 places a duty to apply the Waste Hierarchy as a priority order in waste management policy and legislate, whilst Article 13 aims to protect human health and the environment.
- 2.5 Paragraph 55 in the waste planning section in the National Planning Practice Guidance (NPPG) describes in further detail how non-waste planning authorities can implement Articles 4 and 13, which can be viewed here:
 http://planningguidance.planningportal.gov.uk/blog/guidance/waste/annex-1-summary-of-articles-of-the-waste-framework-directive-200898ec-and-actions-on-local-planning-authorities/. Further information on the Waste Hierarchy is contained in paragraphs 2.15-2.17 of this guide.
- 2.6 All waste planning authorities are expected to be compliant with the objectives of The Directive by having up-to-date waste planning policies in place, in order to drive waste management up the Waste Hierarchy. The EU Waste Framework Directive requires all local planning authorities to consider waste management issues in plan making, as to a certain extent, policies in each district/borough local plan can also influence how waste is managed in their plan area.

National Planning Policy

- 2.7 National planning policy that is relevant to waste planning, consists of the National Planning Policy Framework (NPPF), adopted in March 2012 and the National Planning Policy for Waste (NPPW), adopted in October 2014. The NPPF does not contain specific waste policies, as the NPPW sets out detailed waste planning policies for England. However, paragraph 5 of the NPPF clearly states that local authorities preparing waste plans and taking decisions on waste applications should have regard to the NPPF where applicable.
- 2.8 In March 2014, the government launched the National Planning Practice Guidance (NPPG), which is a web-based resource, designed to accompany and expand the NPPF. The NPPG also contains a section on waste, which provides further information in support of the implementation of waste planning policy, which is also relevant to nonwaste planning authorities.
- 2.9 The Waste Planning Authority considers the following text within the NPPW and the NPPG to be of most relevance to the county's ten district/borough local planning authorities:
- 2.10 The National Planning Policy for Waste (NPPW) encourages a collaborative approach between waste planning authorities and district/borough local planning authorities, when preparing new Waste Local Plans and when allocating new waste management sites for development. With regard to the determination of non-waste planning applications that are submitted to local planning authorities, specific advice is provided in paragraph 8 of the NPPW, which is replicated below:
 - the likely impact of proposed, non-waste related development on existing waste management facilities, and on sites and areas allocated for waste management, is acceptable and does not prejudice the implementation of the waste hierarchy and/or the efficient operation of such facilities;
 - new, non-waste development makes sufficient provision for waste management and promotes good design to secure the integration of waste management facilities with the rest of the development and, in less developed areas, with the local landscape. This includes providing adequate storage facilities at residential premises, for example by ensuring that there is sufficient and discrete provision for bins, to facilitate a high quality, comprehensive and frequent household collection service;
 - the handling of waste arising from the construction and operation of development maximises reuse/recovery opportunities, and minimises off-site disposal.
- 2.11 <u>The National Planning Practice Guidance (NPPG)</u> was published in March 2014 and an additional section on waste planning was included

in October 2014, following the publication of the NPPW. This new section dedicated to waste planning, makes it clear in paragraphs 8 and 9 that it is the responsibility of all local planning authorities to drive waste management up the Waste Hierarchy and to have regard to the NPPW and national policy in the preparation of Local Plans.

- 2.12 Paragraph 10 describes in greater detail how non-waste planning authorities can help deliver the Waste Hierarchy when formulating their local plans and determining planning applications. The following bullet points have been replicated from paragraph 10:
 - working constructively with waste planning authorities to identify and protect those sites needed for waste management facilities.
 Local planning authorities should consider the need for waste management alongside other spatial planning objectives
 - integrating local waste management opportunities in proposed new development
 - considering, where relevant, the likely impact of proposed, nonwaste related development on existing waste management sites and on sites and areas allocated for waste management
 - promoting sound management of waste from any proposed development, such as encouraging on-site management of waste where this is appropriate, or including a planning condition to encourage or require the developer to set out how waste arising from the development is to be dealt with
 - including a planning condition promoting sustainable design of any proposed development through the use of recycled products, recovery of on-site material and the provision of facilities for the storage and regular collection of waste
 - ensuring that their collections of household and similar waste are organised so as to help towards achieving the higher levels of the waste hierarchy.
- 2.13 The NPPG also places an emphasis on waste planning authorities to engage constructively with relevant district/borough local planning authorities, through the preparation of local plans which forms part of the duty to co-operate and through engagement as part of the determination process for waste related planning applications.

The Hertfordshire Waste Local Plan

2.14 This comprises the Waste Core Strategy and Development
Management Policies document and the Waste Site Allocations
document. The Waste Core Strategy and Development Management
Policies document contains seven Strategic Objectives that are

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¹ The section on waste planning in the NPPG can be viewed here: http://planningguidance.planningportal.gov.uk/blog/guidance/waste/.

- designed to ensure a sustainable future for waste management in the county.
- 2.15 District/borough local planning authorities should take into account the county council's Strategic Objectives for sustainable waste management, within their Local Plans. Four Strategic Objectives are of particular relevance to district/borough local planning authorities and these are:
 - SO1. To promote the provision of well designed and efficient facilities, that drive waste management practices up the waste hierarchy and are located to ensure no harm to human health and the environment, and which reduce waste volumes to be disposed in landfill;
 - SO2. To locate waste recycling, handling and reduction facilities as close as practicable to the origin of waste.
 - SO4. To facilitate a shift away from road transport to water and rail transport as the principal means of transporting waste;
 - SO6. To work with all partners in the county to encourage integrated spatial planning, aligning with other local waste strategies and local authority objectives which take account of waste issues, recognising that waste management generates employment and is part of the infrastructure which supports businesses and communities.

Employment Land Areas of Search Supplementary Planning Document

- 2.16 In addition, Hertfordshire County Council has produced an Employment Land Areas of Search Supplementary Planning Document (ELAS SPD) to accompany the adopted Waste Local Plan. The ELAS SPD should be read alongside the Waste Site Allocations Document. The SPD was adopted on 10 November 2015.
- 2.17 The SPD provides further planning guidance into the suitability of waste related development on the Employment Land Areas of Search in Hertfordshire that are identified in the adopted Waste Local Plan. Waste management uses are considered compatible with employment land which is designation by local planning authorities for general industry (B2) and storage and distribution (B8).
- 2.18 Although this document is not officially part of the development plan, it is a material consideration in determining relevant waste related planning applications on the Employment Land Areas of Search. It is important to note that this document does not introduce any new policies to Hertfordshire County Council's Waste Local Plan, nor does it propose any new waste sites. Its purpose is to assist applicants who wish to develop waste management facilities on any of Hertfordshire's Employment Land Areas of Search identified within the Waste Local Plan.

The Hertfordshire Waste Hierarchy

- 2.19 The Waste Hierarchy outlined in Appendix A of the NPPW, has been transposed into law through the Waste (England and Wales)
 Regulations 2011. The Waste Hierarchy is embedded within the Hertfordshire Waste Local Plan and its principles dictate the strategic approach for waste management in the county, especially given the need to minimise the amount of waste disposed to landfill. The approach to waste management in the county is therefore driven by the aim to:
 - Prevent the quantity and volume of waste produced
 - Reuse waste materials without further processing
 - Recover the value of waste materials through recycling, composting or energy recovery.
- 2.20 Waste management policies included in district/borough local plans, should incorporate the principles of the Hertfordshire Waste Hierarchy as shown below. This has been replicated from the adopted Waste Core Strategy and Development Management Policies document.

Figure 1: The Hertfordshire Waste Hierarchy



Relevant Waste Core Strategy and Development Management Policies

- 2.21 The adopted Waste Core Strategy and Development Management Policies document, contains 20 policies that are designed to deliver the spatial vision and strategic objectives that are outlined in the document. The policies that are of most relevance to district/borough local planning authorities when determining planning applications are:
 - Policy 1: Strategy for the provision for Waste Management Facilities (the penultimate paragraph only);

- Policy 2: Waste Prevention and Reduction;
- Policy 5: Safeguarding of Sites;
- Policy 12: Sustainable Design, Construction and Demolition.
- 2.22 The requirements of Policies 1, 2, 5 and 12 are summarised below. Appendix A lists these policies in full.
- 2.23 Policy 1: Strategy for the Provision for Waste Management Facilities is one of the main policies within the Waste Local Plan that planning applications for waste management facilities will be determined against. It is considered therefore that only the penultimate paragraph of Policy 1 is of relevance to district/borough Local Planning Authorities, which states that:
 - "Any proposed new development within the county will be required to make appropriate provision for managing the waste arising from that development."²
- 2.24 Policy 2: Waste Prevention and Reduction lists how the Waste Planning Authority will encourage the county's residents and businesses to reduce waste throughout the 15 year plan period. This policy is considered relevant to the county's district/borough local planning authorities, as some of these measures can also be implemented at a district level through the determination of applicable planning applications.
- 2.25 <u>Policy 5: Safeguarding of Sites</u> outlines how the Waste Planning Authority aims to safeguard and protect safeguarded waste sites (both operational and non-operational, but with a relevant planning permission) from other forms of development. The Waste Planning Authority would expect district/borough local planning authorities to take this policy into consideration when assessing proposals that have either been submitted on a safeguarded waste site, or in close proximity to one.
- 2.26 A list of safeguarded sites is included as an appendix within the county council's Authority's Monitoring Report and is published on an annual basis on the county council's website: www.hertsdirect.org.
- 2.27 <u>Policy 12: Sustainable Design, Construction and Demolition</u> aims to ensure that proposals for all planning applications that are submitted for consideration to either district/borough Local Planning Authorities and the county council's Spatial Planning & Economy Unit, address the principles of sustainability that are outlined in the policy. This policy also requires Site Waste Management Plans (SWMP) to be submitted

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² Policy 1 in the Waste Core Strategy and Development Management Policies document refers to all development. However, the county council will respond only to non-waste related planning applications submitted to the county's district/borough local planning authorities where proposals fall within the categories listed in paragraph 4.2.

- to the Waste Planning Authority for comment on appropriate developments. SWMPs are discussed further in Section 4.
- 2.28 The supporting text for Policy 12 states that the county council will encourage district and borough councils to have regard to this policy when considering planning applications for which they are the Local Planning Authority. The county council will also object to strategic applications that fail to adequately address these requirements.
- 2.29 Waste Core Strategy Policies 2 and 12 are specifically linked to Waste Core Strategy Strategic Objectives SO1, SO3, SO5 and SO6.. These should therefore be considered in conjunction with the other Strategic Objectives that are outlined in paragraph 2.3 of the Waste Core Strategy and Development Management Policies document.
- 2.30 The adopted Waste Site Allocations document includes a criteria based policy for the determination of waste management development on the Allocated Sites and Employment Land Areas of Search (Policy WSA2). However, this policy is not included in this guide, as this is a policy which the Waste Planning Authority will use when determining applicable waste management development in conjunction with other policies in the Development Plan.

Building Futures

- 2.31 Building Futures is a Hertfordshire web-based guide to help achieve more sustainable and higher quality design for developments in Hertfordshire. There are currently two aspects which are available; the public facing website includes information on the Building Futures Awards and Design Review Panel. The other is an, intranet, which is account based for partners to use containing the technical modules and the Sustainable Design Toolkit. The partnership comprises eight Local Authorities in Hertfordshire. Developers with projects within the partnership authority areas may access the technical modules and sustainable design toolkit.
- 2.32 The Sustainable Design Toolkit aids decision making on sustainable design at the initial concept, pre-planning, planning application and construction stages of development in Hertfordshire. By using open questions and best practice guidance, the Toolkit helps development stakeholders consider and implement the principles and practice of sustainable design in a highly visual, intuitive and engaging way. The eleven technical modules covered by Building Futures includes:
 - Air:
 - Climate Change Adaptation;
 - Design;
 - Energy and climate change;
 - Landscape and biodiversity;
 - Materials;
 - Noise:

- Safety;
- Waste
- Water:
- Retrofit.
- 2.33 The Building Futures Design Review Panel has also been set up to promote building futures and help planning authorities, project teams and their clients realise the full potential of schemes and create better quality places in Hertfordshire. The Review Panel offers advice on schemes of various scales, types and contexts and on matters ranging from architecture, urban design, master planning, planning, landscape, sustainability, transport, ecology, historic environment and engineering.
- 2.34 Whilst the guidance contained on the Building Futures website does not form part of the 'Development Plan', it provides guidance to help implement the principles and practice of sustainable design. The guidance contained in the Toolkit can be used by developers during both the design and construction phases in conjunction with Site Waste Management Plans (SWMPs), which are discussed later on in this guide. The toolkit also assists the Waste Planning Authority in achieving the aims of Policy 12: Sustainable Design, Construction and Demolition.
- 2.35 The weblink for the Building Futures website is: www.hertslink.org/buildingfutures/.

3.0 Waste Management Issues for Local Plan Making

- 3.1 This section considers different ways in which the county council's sustainable waste management policies and supporting text, may be reflected and developed within emerging district/borough local plans. This policy approach seeks to ensure that individual development proposals are more sustainable.
- 3.2 In order to fulfil this and in line with both the NPPW and NPPG, the county council as Waste Planning Authority is committed to a proactive role in the formulation of district/borough local plans. This is through informal engagement, prior to the publication of a draft local plan and by responding formally during a period of public consultation. The Waste Planning Authority initiates meetings with the county's district/borough local planning authorities every six months, in order to discuss issues concerning local plan production and the application of waste related policies that are listed in paragraph 2.18 of this document.
- 3.3 This approach is in line with the Duty to Co-operate obligation outlined in the Localism Act 2011 and the Town and Country Planning (England) (Local Planning) Regulations 2012. This is also in line with criteria 3 of Waste Core Strategy and Development Management Policy 2: Waste Prevention and Reduction, which is aimed at district/borough local planning authorities by:
 - "encouraging other Local Planning Authorities to include waste prevention and reduction policies in emerging Local Plans;"
- 3.4 The Waste Planning Authority attaches great importance to waste management issues being incorporated into emerging district/borough local plans. This is the best way in which the requirements of the EU Waste Framework Directive, the NPPW, NPPG and the objectives of the Hertfordshire Local Plan, can be transposed at a district/borough level. This section therefore lists policy objectives and further supporting text that could be used by district/borough local planning authorities in their emerging local plans.

Suggested Text for Inclusion within Emerging Local Plan Policies

3.5 The Waste Planning Authority encourages district/borough local planning authorities to include text within local plan policies that aim to push waste management further up the Waste Hierarchy. Local plans may also provide an overall sustainable development policy which addresses waste management aspects of new development as part of a wider range of sustainability measures including energy management and water resources.

- 3.6 The aim is not to replicate county council waste policy but to draw together the principles of Policy 2: Waste Prevention and Reduction. This is through the incorporation of waste prevention and reduction measures into all construction and demolition projects and ensures that the design of the proposed development considers the need for appropriate access to be provided for waste bin storage.
- 3.7 The Waste Planning Authority does not wish to suggest specific policies that could be used by the district/borough local planning authorities in their emerging local plans. However, the following policy objectives should be included within emerging local plan policies, which are based upon the principles of 'Waste Prevention & Reduction' and 'The Design of New Development.'
- 3.8 <u>Waste Prevention & Reduction</u> is considered to be an important objective, which each district/borough local planning authority should include within emerging local plan policies. The following wording is suggested for inclusion within emerging local plan policies that will aim to fulfil this objective:
 - Suggested wording: "In line with the Hertfordshire Waste Hierarchy, the district/borough council expects all construction and demolition projects to prevent waste generation as much as possible by both the designing of the scheme and its development on site."
 - Suggested wording: "The use of construction and demolition methods that minimise waste generation will also be encouraged along with the re-use of materials as far as practicable on site."
- 3.9 The Waste Planning Authority considers that including the above text within emerging local plan policies, will encourage resource efficiency at the district/borough level. This will assist in the fulfilment of the requirements of the Hertfordshire Waste Local Plan, the NPPW and guidance contained within the NPPG, by reducing the need for primary materials, the minimisation of the amount of waste that needs to be disposed of in the county and the reduction of the transportation of materials where they can be re-used in-situ.
- 3.10 <u>Design of New Development</u>. In order to ensure well designed developments that adequately cater for the storage and collection of recyclables in all proposed developments across the county, the following text could be inserted into a policy, which deals with the overall design/scale and layout of the proposed developments:
 - Suggested wording: "Within the development, the district/borough council expects adequate provision to be made for the storage and collection of waste and recyclables, including recycling boxes, wheelie bins and compost bins. These should be positioned in a way that enables refuse vehicles to gain access easily."

- 3.11 It is recognised that there may be variations regarding the achievement of these objectives, which depend upon the type and scale of the proposed development. However, the text in paragraphs 3.7 and 3.9 that has been suggested for insertion within district/borough local plan policies, is designed to ensure that all development proposals give due consideration to sustainable waste management issues and incorporate measures appropriate to the nature and scale of the development, in order to render it more sustainable.
- 3.12 Planning applications should include a statement that addresses how these policy objectives have been met.

Suggested Supporting Text

- 3.13 The Waste Planning Authority believes that in addition to the text suggested for emerging district/borough local plan policies, there should also be further supporting text included regarding the county council's role as Waste Planning Authority and the importance of the Waste Hierarchy plays at all levels of plan making. Therefore, if the district/borough local planning authority wishes, waste management based policies could be incorporated into a section on waste within an emerging Local Plan and the supporting text suggested in paragraph 3.14 below could be incorporated within it.
- 3.14 There will always need to be a certain degree of flexibility regarding a district/borough council's approach to incorporating the suggested supporting text into an emerging local plan. Examples of recently adopted district/borough local plans that have included policies and supporting text which address waste management issues are the Watford Local Plan Part 1-Core Strategy 2006-2031 (January 2013), and the Three Rivers Local Plan-Development Management Policies Local Development Document (July 2013). The relevant extracts from these Local Plans are attached to Appendix C of this document.
- 3.15 Waste management sections within district/borough local plans could cover the following topics:
 - The county council's role as Minerals and Waste Planning Authority and how this relates to policies and proposals within each respective local plan.
 - An outline of current national waste planning guidance (The National Planning Policy for Waste (NPPW), The EU Waste Framework Directive and the section on waste planning in the National Planning Practice Guidance (NPPG).
 - An outline of the amount of waste Hertfordshire produces per year and how the Hertfordshire Waste Local Plan and policies within emerging district/borough local plans will aim to reduce this figure. The principles of the Waste Hierarchy and how this could be incorporated into all development projects.

- Any areas of search for Local Authority Collected Waste treatment facilities that fall within a district/borough could be detailed and a brief outline into the purpose of these areas of search. Appendix B provides further information regarding the purpose and location of the areas of search.
- Applicable Allocated Sites and Employment Land Areas of Search that are situated within a district/borough could be listed and their 'in principle' acceptability for waste management development. This could also be supported by text explaining how these will go towards fulfilling the waste capacity shortfalls outlined in the Waste Core Strategy and Development Management Policies document and the associated Strategic Objectives.
- Recognition that any operational waste management facilities or sites with an extant planning permission are safeguarded in line with Waste Core Strategy and Development Management Policy
 5: Safeguarding of Sites. Policy 5 is set out in full in Appendix A of this document.³
- An explanation of a Site Waste Management Plan (SWMP) and how this contributes to the management of waste at construction and demolition sites for relevant projects. Whilst there is no longer a statutory requirement for SWMPs, Policy 12: Sustainable Design, Construction and Demolition requires developers to pass SWMPs to the Waste Planning Authority for comment. Further details concerning SWMPs are outlined in paragraphs 4.12-4.15 of this document.

www.hertsdirect.org/services/envplan/plan/hccdevplan/annualmonitoringreport1/

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A list of safeguarded waste management sites within each district/borough, is contained in the county council's Authority's Monitoring Report, which is updated annually and can be viewed on the county council's website:

4.0 The Development Management Process

- 4.1 Development Management is the key mechanism by which the policies in the Hertfordshire Waste Core Strategy and Development Management Policies document are implemented. The policies in the document, particularly policies 1, 2, 5 and 12 for district/borough local planning authorities, will need to be taken into account during different stages in the development process and Policy 5 when dealing with applications on or near to sites which contain waste management facilities.
- 4.2 Waste Core Strategy Policies 1, 2, 5 and 12 should be applied by district/borough local planning authorities when considering planning applications whereby the county council is not the determining authority.
- 4.3 The Waste Planning Authority would therefore expect to be consulted upon any development that falls within the categories listed below. This is in order to ensure that the county's district/borough local planning authorities consider Waste Core Strategy Policies 1, 2, 5 and 12 in the decision making process.
 - Developments of more than 10 properties;
 - Commercial and industrial development of more than 500 sqm;
 - Proposals for demolition that would generate a significant amount of material, or special waste that requires appropriate management;
 - Applications other than waste related development that may fall within either the eight allocated sites or 60 employment land areas of search that are identified within the Waste Site Allocations document:
 - Other developments which attract a large number of visitors.

Pre-application Discussions

4.4 Implementation of waste management good practice in proposed development will only be effective if it is taken into consideration early on in the process i.e. before a planning application has been submitted. The county council encourages early engagement with applicants, in order that any eventual scheme that is submitted for consideration is the most sustainable. Local planning authorities will need to draw attention to relevant waste policies and provide guidance as early as possible during pre-application discussions to shape developments. This would be in line with paragraphs 188-195 of the NPPF which outline the government's approach to pre-application engagement and the importance of good quality pre-application discussions with an applicant and where appropriate with the local community.

Masterplans

- 4.5 For small sites, the relevant Local Plan and associated documents will provide the framework for considering waste sustainability issues. For some large sites, a masterplan may be required, and the preparation of such a plan will allow opportunities for the incorporation of sustainability measures such as the siting of public recycling facilities for large housing developments, the use of secondary materials in developments or energy conservation.
- 4.6 Local planning authorities should ensure that masterplans refer to:
 - Existing waste sites;
 - Permitted waste sites:
 - Allocated Waste Sites:
 - Employment Land Areas of Search

Environmental Impact Assessment (EIA)

- 4.7 In some cases an Environmental Impact Assessment (EIA) will be required under existing regulations as part of a planning application and this should include a detailed evaluation of the environmental impact of the proposals in terms of waste generation. The EU Directive on EIAs, provides an opportunity for the waste implications of development to be addressed.
- 4.8 Under the Directive, an EIA is required to include a description of the project, alternatives that have been considered, description of the environment, description of the significant effects on the environment, mitigation measures, a non-technical summary and the identification of any lack of know how/technical difficulties.

Prior Approval for Change of Use from Office to Residential

- 4.9 Following the amendments to The Town and Country Planning (General Permitted Development) (England) Order 2015, the change of use from office (Use Class B1) to dwellinghouse (Use Class C3) is considered permitted development. Prior approval is required for such developments considering the issues of the effects of the development on transport/highways, contamination and flooding.
- 4.10 Given the importance of waste management, the county council, as the Waste Planning Authority, wishes to encourage developers/applicants to consider the waste provisions on site. This is to ensure that adequate waste storage facilities are provided in relation to prior approval development. The change of use will also involve a change in the type of waste being produced on site, differing from office waste (paper and commercial waste) to residential household waste. Providing adequate storage facilities for residential premises is particularly important as the existing office developments would tend not to currently have facilities for the storage and collection of household waste.

- 4.11 Following discussions at the Herts Planning Group Development Management Subgroup, the county council has produced a prior approval waste informative outlining the issues in relation to waste provisions for prior approval development. This was issued to development management colleagues at district and borough councils on 13 August 2015.
- 4.12 The prior approval informative is encouraged to be added by local planning authorities to decisions for existing offices and/or office blocks which seek a change of use to residential, regardless of size or location, to seek assurance that the waste implications of such a change have been considered. This for example, could include the access for collection vehicles, the need for differing bins and appropriate storage areas.
- 4.13 The following wording forms the prior approval waste informative:

'Hertfordshire County Council, as Waste Planning Authority, wishes to encourage developers/applicants to consider the waste provisions on site and minimise waste generated by development. Adequate waste storage facilities should be provided on site for the new use. This is particularly important if the existing development would, being an office use, not have current facilities for the collection of household waste.

The Hertfordshire Waste Local Plan seeks to promote the sustainable management of waste in the county and therefore should be considered when carrying out the development.

Further information can be found: http://www.hertsdirect.org/services/envplan/plan/hccdevplan/priorapprovinfo/

Planning Applications

- 4.14 A planning application may either be submitted in full or in outline, leaving various matters for the subsequent approval of the Local Planning Authority, including its design. Such design issues could include the materials to be used in reconstruction including the incorporation of recycled products generated on the development site where redevelopment or 'cut and fill' are involved and the use of products made from recycled materials.
- 4.15 A Local Planning Authority may, when granting either full or outline planning permission, impose a condition requiring that details of a specified aspect of the development which was not fully described in the application be submitted for approval before the development is begun. Even where an application is submitted in outline it is recommended that this includes a statement of intent regarding the management of waste. This can then form the basis of a condition,

imposed on the outline permission, requiring further details pursuant to that statement.

4.16 A full application should include the fullest possible statement on how waste will be managed including measures to minimise waste, the types and quantities of waste which will be generated and the design and other measures proposed to provide for sustainable waste management, consistent with the overall objectives of waste minimisation in the Waste Local Plan. This can normally be addressed in a Planning, Design and Access Statement and within a Site Waste Management Plan, which is discussed below.

Site Waste Management Plans (SWMPs)

4.17 All relevant planning applications that fall within the criteria listed in paragraph 4.3, should include a Site Waste Management Plan (SWMP), which is a requirement in Policy 12: Sustainable Design, Construction and Demolition. Specifically, the final paragraph of Policy 12 states that:

"Completed Site Waste Management Plans should support relevant developments to include details of the management of waste at construction and demolition sites and should be passed to the Waste Planning Authority to collate the data."

- 4.18 The purpose of SWMPs is to improve materials resource efficiency by identifying methods (including re-use, recycle or recovery) to minimise waste produced and to capture data relating to construction, demolition and excavation waste, in order to reduce the overall amount of waste produced on site.
- 4.19 SWMPs should cover both waste arisings during the demolition (if applicable) and construction phases as the waste arisings may be of a different composition. SWMPs should contain information including the steps taken to design out waste from the outset, an estimate of the quantity of each type of waste, how it is to be managed and where, if waste is removed from the site, it is being taken to, whether within or outside of Hertfordshire.
- 4.20 It is encouraged that SWMPs should be set out as early as possible so that decisions can be made as to how the waste will be managed. This will help the developer in terms of estimating what types of containers/skips are required for the stages of the project and in determining the costs of removing waste for a project where it cannot be used on site. The SWMP should be updated regularly and referred to throughout the construction period and therefore a comparison, should be made at the end of the development with the actual waste arisings and lessons learnt for future projects.
- 4.21 SWMPs are considered to be good practice and the Waste Planning Authority is promoting the use of SWMPs through Policy 12:

- Sustainable Design, Construction and Demolition which requires all relevant⁴ construction projects to be supported by a SWMP.
- 4.22 The Waste Planning Authority will ensure that the relevant Case Officer is made aware of this in the consultation response letter that is sent to individual planning applications, should they fall within the thresholds outlined in paragraph 4.3.
- 4.23 Good practice templates for producing SWMPs can be found at: http://www.smartwaste.co.uk/ or http://www.wrap.org.uk/category/sector/waste-management
- 4.24 The Waste Planning Authority is willing to comment upon SWMPs where they are submitted as part of a planning application, or by way of planning condition. The Waste Planning Authority would expect the district/borough council Case Officer to forward SWMPs to the Waste Planning Authority for comment, where additional support is required.
- 4.25 In line with Policy 12: Sustainable Design, Construction and Demolition, the Waste Planning Authority would expect to receive completed SWMPs for data collation. The SWMP will have been updated throughout the construction of the development and the county council as Waste Planning Authority is keen to receive details regarding the actual waste arisings compared with the estimated waste arisings set out in the initial SWMP template. This will assist with obtaining data regarding the amount of construction and demolition waste that has been produced and has needed to be managed and the sites relied upon. Nationally this is a difficult waste stream to find data for and to establish how many waste management sites are needed to manage this waste stream when reviewing the Waste Local Plan.

Suggested Wording for Inclusion in Planning Conditions

- 4.26 Paragraph 206 of the NPPF provides clear guidance into the types of condition that all local planning authorities should use. Specifically it states that:
 - "Planning conditions should only be imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects."
- 4.27 The Waste Planning Authority considers that it would be unreasonable to specifically prescribe draft conditions that should be placed on relevant decision notices issued by the district/borough local planning authority. However, the Waste Planning Authority has suggested some wording that could be used by district/borough local planning authorities when formulating draft planning conditions.

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⁴ Relevant refers to the criteria listed in paragraph 4.3.

- 4.28 It is considered that wording could be placed in planning conditions that centre around the following themes of 'Greenfield Site Preparation', 'Brownfield Site Redevelopment', 'Contaminated Land' and 'Design for Recycling.' These are elaborated further:
- 4.29 <u>Greenfield Site Preparation</u>. The following wording could be used to ensure that the requirements for the proper handling of clean excavated materials would be maintained in a manner that allows their re-use. This would reduce the impact of vehicle movements and provide in-situ source of materials, in preference to their disposal to landfill and in line with the Waste Hierarchy.
 - Suggested wording: "No topsoil or subsoil shall be removed from the site unless it can be demonstrated that the material cannot be re-used for site preparation and landscaping in accordance with the agreed Site Waste Management Plan (SWMP)."
- 4.30 <u>Brownfield Site Redevelopment</u>. These sites provide opportunities for the re-use and recycling of demolition waste, including in-situ re-use. Subject to noise impact on local properties, opportunities for the siting of processing plant on larger redevelopment schemes should be considered, in order to produce a higher quality aggregate product:
 - Suggested wording: "Inert waste generated by the demolition of existing buildings and infrastructure shall be maintained in stockpiles in a location and to a height to be agreed in writing by the LPA. Final disposal of demolition waste shall only be carried out if it can be demonstrated to the satisfaction of the Local Planning Authority that no suitable after-use exists."
- 4.31 An alternative approach to using this suggested wording would be through a SWMP, which could require submission of details to demonstrate how the recycling of demolition waste had been addressed, including opportunities for on-site screening subject to market conditions for recycled aggregates.
- 4.32 <u>Contaminated Land</u>. When determining a planning application, a Local Planning Authority should ensure that a proposal on a brownfield site takes into account contamination (and its safe remediation). This may provide opportunities for on-site remediation. In accordance with the 'proximity principle' dealing with waste close to its point of origin, contaminated soils should, where practicable, be treated in situ to reduce pollution potential and avoid moving the problem elsewhere e.g. to a landfill site, with associated transport impacts.
- 4.33 In certain circumstances, particularly where special and difficult wastes are produced, the limitations on in-situ treatment and the specialist nature of facilities means that the proximity principle is difficult to apply. In this case safe disposal to landfill will need to be demonstrated.

- Suggested wording: "Before the development hereby permitted is commenced, details shall be submitted to and approved in writing by the Local Planning Authority of a scheme that provides for the safe treatment or disposal of contaminated waste arising at the site. The approved scheme shall be implemented in full for the life of the development hereby permitted."
- 4.34 <u>Design for Recycling</u>. Individual buildings should contain sufficient space to allow waste recycling for the relevant waste collection arrangements within the district. Outline permissions will require the submission of reserved matters which could include incorporation of recycling space into the design. The optimum recycling arrangements for a property will vary depending on the property type; for example larger houses will provide more flexibility than flats. Generally space would be in the form of weatherproof storage space at the front (outside) of the house, and separate recycling bin facilities within kitchens.
 - Suggested wording: "The design layout shall demonstrate that adequate space is available to facilitate waste recycling through separation, storage, handling, bulking and collection of waste generated within the property.
- 4.35 For larger schemes, the following wording could be used within a condition, in order to ensure that the development is carried out in accordance with sustainable waste management:
 - "The development shall include designated space for a waste recycling facility in an accessible location for visitors/local residents."
- 4.36 It is considered that larger schemes, or schemes that attract a large number of visitors, should incorporate centralised recycling facilities, including public facilities where appropriate. Supermarkets and other retail schemes should include both public recycling facilities and sufficient space for the sorting of waste. In the case of developments that will attract a large number of people (including residential developments) a public facility could be most appropriate. On an industrial estate or business park, a recycling facility for use by nearby businesses may also be required.
- 4.37 The Waste Planning Authority will consider supporting district/borough local planning authorities on appeal if necessary, if any refusal or condition on waste grounds was appealed against.

5.0 Conclusion

- 5.1 The Hertfordshire Waste Local Plan promotes sustainable waste management through the application of its policies, which are designed to implement the vision and strategic objectives for waste management in the county through to 2026.
- 5.2 Securing the implementation of the policies within the Waste Local Plan is traditionally seen as more difficult, as developers and district/borough local planning authorities may not be immediately aware that policies in the Waste Local Plan apply to them.
- 5.3 By encouraging the use of sustainable waste management policies in emerging district/borough local plans and highlighting waste issues in applicable planning applications, the county council will continue to work proactively with the county's districts/boroughs. It is anticipated that the use of this guide will highlight the importance of waste management issues to be considered in the preparation of local plans and that these can be fed into the development management process.

Appendix A: Policies 1, 2, 5 and 12

Policy 1: Strategy for the Provision for Waste Management Facilities

Provision will be made for a network of waste management facilities that drive waste management practices up the waste hierarchy and are sufficient to provide adequate capacity for existing and future waste arisings within the county and for any agreed apportionment for waste arisings from outside the county.

Provision for new appropriate and adequate Local Authority Collected waste management facilities will be provided within the broad areas A, B, C, D and E as shown in the Key Diagram.

Waste management facilities for waste that is not Local Authority Collected waste will be brought forward on existing strategic sites, Employment Land Areas of Search and Allocated Sites.

To ensure flexibility for the waste management industry and for use of newer technologies, there will be provision for a mixture of small, medium and large waste management sites as appropriate. New and emerging waste management and processing techniques will be encouraged.

Any proposed new development within the county will be required to make appropriate provision for managing the waste arising from that development.⁵

Proposals for the treatment of waste arising outside of Hertfordshire will only be permitted where it can be demonstrated that compensatory provision of capacity for residual waste which cannot be managed in Hertfordshire is available and deliverable.

⁵ The penultimate paragraph applies which is why this text has been underlined.

Policy 2: Waste Prevention and Reduction

Hertfordshire residents and businesses will be encouraged to reduce waste in accordance with the Hertfordshire Joint Municipal Waste Management Strategy⁶. The Waste Planning Authority will achieve this by:

- 1. raising awareness amongst the general public on measures to prevent and where necessary further reduce waste and encouraging waste separation and recycling at source;
- 2. pro-actively engaging with the general public and businesses through regular communication and the WasteAware Campaign.
- 3. encouraging other Local Planning Authorities to include waste prevention and reduction policies in emerging Local Plans;
- 4. ensuring the Waste Development Framework secures a reduction in residual waste, so that minimal land-take is needed in order to dispose of it; and
- 5. working in partnership with businesses to encourage the reduction of waste generation through packaging, design and reuse of materials.

Policy 5: Safeguarding of Sites

Land and sites where there are existing waste management facilities; land and sites where planning permission exists but not yet implemented; or land and sites on which planning permission is subsequently granted for waste management facilities will be safeguarded to contribute to a strategic network of waste management provision within the county.

The Waste Planning Authority will oppose development proposals which are likely to prevent or prejudice the use of land identified or safeguarded for waste management purposes unless alternative or enhanced provision is made for a facility dealing with the equivalent waste capacity or where it can be demonstrated that the need for those facilities can no longer be justified.

⁶ The Hertfordshire Joint Municipal Waste Management Strategy 2007 Core Strategy

Policy 12: Sustainable Design, Construction and Demolition

Where appropriate new and existing development, including waste management facilities, must contribute to resource efficiency, the reduction of carbon emissions and the effective management of climate risk.

As a minimum, proposals will be required to address the principles of sustainability by incorporating the following:

- i) construction and demolition methods that minimise waste generation and re-use/recycle materials and buildings, as far as practicable on site;
- ii) design principles and construction methods that minimise the use of primary aggregates, use of water are consistent with the energy hierarchy and encourage the use of high quality building materials made from recycled and secondary sources;
- iii) good and innovative design with layout principles that allow for the effective sorting, recycling and composting of waste where appropriate;
- iv) demonstrate that no significant noise or light intrusion will arise from the development, and include measures to minimise adverse impact on human health, amenity and wildlife habitats; and the natural and built environment; and
- v) Sustainable Drainage Systems (SUDS);

In particular waste management facilities should be enclosed within a building wherever possible which, along with plant and machinery, should be in keeping with the surrounding setting and landscape/townscape.

All new development proposals should demonstrate how the principles of integrated sustainable development, as set out in the Hertfordshire Building Futures Guide, have been addressed.

Completed Site Waste Management Plans should support relevant developments to include details of the management of waste at construction and demolition sites and should be passed onto the Waste Planning Authority to collate the data.

Appendix B: Areas of Search for Local Authority Collected Waste

The five areas of search (A-E) identified in the Waste Core Strategy & Development Management Policies document represent the optimum locations in the county where local authority collected waste treatment facilities are considered to be suitable. Areas of Search A and B are for organic waste recovery facilities and Areas of Search C-E are for waste treatment and transfer facilities. It should be noted that other areas outside of the areas of search may also be suitable for local authority collected waste facilities, provided satisfactory justification can be made at the planning application stage.

Page 25 reproduces the Waste Core Strategy Key Diagram, which shows the locations of the five areas of search (A-E).

Tables 5 and 6 in the Waste Core Strategy and Development Management Policies document list the shortfalls in capacity for local authority collected waste throughout the 15 year plan period (2011-2026). The Authority's Monitoring Report (AMR), which is published annually, provides an update into how these shortfalls are being met. The most recent AMR along with previous AMRs dating back to the period 2004/2005 can be viewed on the county council's website: www.hertsdirect.org.



Appendix C: Extracts from the Three Rivers and Watford Local Plans

Extract from the Three Rivers Local Plan-Development Management Policies Local Development Document (July 2013)

12.0 WASTE MANAGEMENT

National Context

- 12.1 National Policy⁸ sets out a number of objectives including:
 - Encouraging and engaging with the community to take more responsibility for dealing with waste
 - Disposing of waste without harming human health and the environment
 - Locating waste recycling, handling and reduction facilities as close as practicable to the origin of waste
 - Driving waste management up the waste hierarchy, with disposal as a last resort (see below).
- 12.2 The 'waste hierarchy' consists of the following:

Prevent/Reduce/Minimise waste production	Most preferred option ↓
Re-use waste	↓
Re-cycle waste	1
Recover energy from waste	↓
Disposal	↓ Least preferred option

12.3 Whilst the responsibility for dealing with waste (and minerals) lies principally with County Councils, District Councils can help promote kerbside collection and community recycling through planning policy. This can be done by ensuring that new development makes sufficient provision for waste management and promoting designs and layouts that secure the integration of waste management facilities; this should be done without adverse impact on the street scene or, in less developed areas, the local landscape.

Hertfordshire Waste Development Framework

- 12.4 Hertfordshire County Council are producing two waste development documents that will eventually replace the Hertfordshire Waste Local Plan 1995-2005;
 - The Core Strategy and Development Management Policies Document sets out the spatial vision and strategic objectives for waste planning in Hertfordshire. It also contains the policies need to implement these objectives as detailed generic development management policies that will be used to make decisions on waste planning applications.
 - The Site Allocations Document identifies a range of sites for waste management facilities including municipal, commercial, industrial and commercial wastes. A number of existing sites are included in Three Rivers.
- 12.5 Further information on these documents can be viewed at http://www.hertsdirect.org.

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⁸ Planning Policy Statement 10: Planning for Sustainable Waste Management

Local Context

- The amount of waste produced in Hertfordshire is approximately 3 million tonnes per year, of which over 500,000 tonnes is local authority collected (household waste). Hertfordshire has limited landfill capacity and has only one remaining landfill that is expected to be available until 2017. At present a large proportion of waste is exported out of the County. In order to reduce dependency on landfill, levels of recycling are increasing, particularly in Three Rivers which has the highest rate of recycling of household waste in Hertfordshire at 51.1% for 2010/11 Nevertheless, 60% of all of Hertfordshire's household waste still goes to landfill. In seeking to reduce the amount of overall waste produced locally it will be important to:
 - Re-use materials wherever possible: high value materials such as bricks, slates, tiles, beams and architectural details can often be re-used for the same function
 - Sorting of waste and recycling on-site: allowing space on-site for segregating of construction waste and recycling where conditions allow
 - Use of pre-cast/pre-fabricated materials and modular construction: components such
 as pre-cast concrete beams, insulated wall panels, bathroom pods reduce the amount of
 waste generated
 - Use materials with recycled content: products are available that incorporate waste into the manufacturing process that have the same performance and costs as non-recycled materials. The Sustainable Buildings Task Group (2004) recommended that the target for recycled and re-used content in new buildings is at least 10%
 - Allocate appropriate recycling storage facilities: providing sufficient space within development for domestic kerbside collection and composting facilities, or larger commercial waste recycling facilities, will facilitate recycling generally.

Further Guidance for Applicants

- 12.7 For new development, waste and recycling storage areas should be integrated into the scheme layout at the initial stages and must demonstrate adequate space to facilitate waste recycling through separation, storage, handling, bulking and collection of waste generated within the property. These facilities should be well-designed so that they do not detract from the amenity of the area in which they are located. Applicants should also ensure that there is adequate space on site to ensure that waste containers can be easily accessed and collected by local authority/private waste contractors. Proposals incorporating waste storage areas which are difficult to access for occupiers and waste contractors are unlikely to be supported.
- The Council also encourages measures which contribute to reducing waste wherever possible Developers will be expected to provide information on how development will reduce waste as part of the C Plan Energy and Sustainability Statement required under Policy CP1 of the Core Strategy.
- 12.9 A Site Waste Management Plan (SWMP) should be completed for all construction projects that are worth more than £300,000. This aims to reduce the amount of waste produced on site and is designed to support relevant developments to include details of the management of waste at construction and demolition sites. Completed SWMPs will be passed onto the Waste Planning Authority.

DM10 Waste Management

- a) The Council will ensure that there is adequate provision for the storage and recycling of waste and that these facilities are fully integrated into design proposals. New development will only be supported where:
 - i) The siting or design of waste/recycling areas would not result in any adverse impact to residential or work place amenities
 - ii) Waste/recycling areas can be easily accessed (and moved) by occupiers and local authority/private waste providers
 - iii) There would be no obstruction of pedestrian, cyclists or driver sight lines
- b) New development will be expected to contribute to reducing the amount of waste generated through the following measures where possible:
 - i) Re-using materials wherever possible as part of construction
 - ii) Enable the sorting of waste and recycling on-site taking into account impact on residential amenities and the environment
 - iii) Using pre-cast/pre-fabricated materials and modular construction
 - iv) Allocating appropriate refuse and recycling storage facilities for domestic kerbside collection, composting facilities and commercial waste recycling facilities.

Policy Links				
National Policy	PPS10: Planning for Sustainable Waste Management			
(others may also be relevant)	Planning for Sustainable Waste Management: A Companion			
	Guide to PPS10.			
Related Core Strategy Policies	CP1: Overarching Policy on Sustainable Development			
**************************************	CP8: Infrastructure and Planning Obligations			
	CP12: Design of Development			
Core Strategy Strategic Objective	S1, S3			

Further Guidance

Building Futures: A Hertfordshire guide to promoting sustainability in development (http://www.hertslink.org/buildingfutures).

Hertfordshire Waste Partnership: http://www.wasteaware.org.uk/

Three Rivers District Council: Our Climate is Changing http://www.ourclimateischanging.com/ Site Waste Management Plans: Waste & Resources Action Programme Guidance http://www.wrap.org.uk/construction/tools and guidance/site waste management planning/

Reasoned Justification

- 12.10 The need to reduce waste as part of development is acknowledged at all levels. Policy DM10 seeks to reduce, re-use and recycle waste as part of the construction process and for the design of development to facilitate waste recycling.
- 12.11 The policy approach will contribute directly to Core Strategy Objective 3: reducing the impact on the environment by reducing waste.

Extract from the Watford Local Plan Part 1-Core Strategy 2006-2031 (January 2013)

48 Watford Borough Council Local Plan (Core Strategy) 2006-31

6 Sustainable Development

6.3 Waste

- **6.3.1** Watford Borough Council as the waste management authority will use the principles of the waste hierarchy (reduce-reuse-recycle) to promote the sustainable management of waste generated by new development, encourage the reuse of unavoidable waste where possible, and encourage the use of recycled materials where appropriate in the construction.
- **6.3.2** Hertfordshire County Council as waste planning authority has identified a number of areas of search for future waste management facilities within its Waste Core Strategy and Development Management Policies DPD, one of which encompasses Watford. The Waste Site Allocations DPD also identifies a number of employment land allocations that may have potential for future waste uses. Development should adhere to the principles in Hertfordshire County Council's emerging Waste and Minerals Framework.

Policy SD 4

Waste

The council will encourage the use of construction and demolition methods that minimise waste generation and reuse/recycle materials as far as practicable on site. The construction and design of new development should demonstrate efforts to minimise waste (this could be shown as part of the design and access statement).

In addition development proposals should promote well designed and efficient facilities that drive waste management practices up the waste hierarchy.