

Blaenau Gwent County Borough Council
Cyngor Bwrdeisdref Sirol Blaenau Gwent



Waste Background Paper

Papur Cefndirol Gwasttraff

Deposit Local Development Plan

Cynllun Adeneuo Datblygu Lleol

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1.0 INTRODUCTION

Aim of this Paper

- 1.1 To set out the background and evidence for how objectives, allocations and policies have been identified and developed.

Overview of how this Paper fits into Plan preparation

- 1.2 This paper will provide information for Officers and Members of the Authority, stakeholders, members of the public and the Inspector to help explain the approach taken on Waste.

Context

- 1.3 Local Authorities in Wales have a wide range of responsibilities for waste and historically has an over reliance on landfill for the disposal of its waste. One of the biggest challenges facing Local Authorities in Wales is the better use of natural resources, which includes minimising and reducing waste. Much of the waste which is sent to landfill is capable of being reused, recycled, composted or treated in different ways to recover valuable materials and energy from it.
- 1.4 Tough statutory targets have been set at European Union (“EU”), United Kingdom (“UK”) and Welsh Assembly Government (“WAG”) level to divert waste from landfill and increase recycling and composting, which ultimately aims to reduce the amount of recyclable and biodegradable (paper, cardboard and organic materials) waste sent to landfill and reduce the impact on global warming and to protect the land and water from pollution. If a Local Authority fails to meet its landfill allowances and / or recycling and composting targets it will face significant infraction fines. Blaenau Gwent County Borough Council (“BGCBC”) is urgently addressing the issue of waste disposal and is procuring alternative treatment solutions for residual, recycling and biodegradable waste.
- 1.5 Local Authorities must change the way we deal with waste in order to comply with these various requirements. Modern waste management facilities need to be developed to sort and segregate waste to increase the opportunity to re-use, recycle and compost. Waste which cannot be re-used, recycled or composted, will need waste management facilities which can treat the residual fraction of the waste before it is sent to landfill to reduce the biodegradable content. Landfill facilities will still be required but only to deal with residues after treatment.
- 1.6 This Background Paper will directly inform the development of the Local Development Plan (“LDP”) and will consider:-
- The Policy Context
 - European Legislation
 - National Policy Context
 - Regional Policy Context
 - Local Policy Context

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- Current situation and future requirements
- Consultation Responses to the Preferred Strategy
- Proposed Deposit Plan policies

2.0 POLICY CONTEXT

EUROPEAN LEGISLATION

- 2.1 In order to achieve the objectives of the National Waste Strategy, in particular, the proposed new targets for Wales, there are clear needs for greater investment in the waste management infrastructure and services of BGCBC. Furthermore, legislative drivers for change in relation to waste management further concentrate the need for investment and shape the strategic context for this project.
- 2.2 The EU Landfill Directive 1999 set challenging targets aimed at reducing the amount of Biodegradable Municipal Waste (“**BMW**”) that can be sent to landfill in all member states. These targets are as follows:
- By 2010*, to reduce BMW landfill to 75% of that produced in 1995;
 - By 2013*, to reduce BMW landfill to 50% of that produced in 1995; and
 - By 2020, to reduce BMW landfill to 33% of that produced in 1995.
- * Includes a 4-year extension for the UK
- 2.3 In 2003 the UK Government enacted the Waste and Emissions Trading Act (“**WET Act**”), which is now viewed as one of the key drivers for change in waste management. In Wales, the Landfill Allowance Scheme (“**LAS**”) implemented under the WET Act has cascaded targets down to the individual local authorities through the allocation of landfill allowances on the tonnage of BMW that can be disposed to landfill in any given year up to 2020. Penalties for sending more tonnes of BMW to landfill than the level of allowances held will result in fines of £200 per tonne of BMW, plus potentially any infraction fines from Europe in the event that Wales as a whole does not meet the targets above.
- 2.4 Revised Landfill allowances have been set by the National Assembly for Wales up to 2019/20. These allowances are based on 2007/08 waste arisings and performance data for each authority.

Revised Waste Framework Directive¹

- 2.5 The revised EU Waste Framework Directive (revised WFD) was published in the Official Journal of the European Union on 22 November 2008 (L312/3) as Directive 2008/98/EC. The revised Directive entered into force on 12 December 2008. Member states are required by Article 40 to bring into force by 12 December 2010 the laws, regulations and administrative provisions necessary to comply with the WFD.
- 2.6 In 2010 DEFRA and the Welsh Assembly Government invited views on the second stage consultation on the transposition of the revised Waste Framework Directive in England and Wales. The consultation closed on 16 September 2010.
- 2.7 On 30 November a report was published summarising the responses to the consultation and the government is considering the comments received as part of

¹ The Revised EU Waste Framework Directive: A Consultation by DEFRA and the Welsh Assembly Government. Summary of the Key Issues

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the consultation and will present its response to the consultation in the form of transposing regulations laid before parliament. It is anticipated that it will be laid before parliament and the National Assembly for Wales in 2011.

- 2.8 The aim of the revised waste framework directive is to promote waste prevention, recycling and ensure better use of resources while protecting human health and the environment.
- 2.9 The main new features of the revised waste framework directive are that it requires member states:
- To apply the “Waste hierarchy” as a priority order in waste prevention and management legislation and policy;
 - To set up “separate collections” of waste for at least paper, metal, plastic and glass by 2015 where technically, environmentally and economically practicable. This applies to both household and business waste;
 - To recycle 50% of waste from households by 2020; and
 - To recover 70% of construction and demolition waste by 2020.
- 2.10 The revised waste framework directive allows for departure from the hierarchy where that would deliver a better overall environmental outcome. The consultation proposals would implement this in England and Wales by:
- Updating national planning policy to reflect the new waste hierarchy and requiring local authorities to have regard to the hierarchy in the preparation of waste development frameworks in England and in Wales local development plans and regional waste plans;
 - Requiring the Environment Agency and local authorities to include a condition in new or revised waste permits placing a duty on the permit holder to take measures to minimise waste and treat any waste generated by a permitted operation in accordance with the hierarchy.
- 2.11 The revised waste framework directive requires member states to promote high quality recycling and to this end they must set up separate collections of waste where technically, environmentally and economically practicable, and do so for at least paper, metal, plastic and glass by 2015.
- In Wales, WAG has stated a policy preference for kerbside sort, whereby dry recyclables are put all together in a single stream into a common box and then sorted at the kerbside by collection staff. WAG reserves the right to introduce instruments to ensure that its policy is followed when it provides funding support to local authorities in Wales.

NATIONAL POLICY CONTEXT

Planning Policy Wales (PPW Edition 4 2011)

- 2.12 In addition to being obliged by the European Commission (“**EC**”) Framework Directive for Wales to make provision for establishing an integrated and adequate network of waste disposal installations, Local Planning Authorities together with the Environment Agency (“**EA**”) are required to ensure that waste is recovered without harming the environment. That is, without endangering human health, without risk to water, air, soil, plants or animals, without causing a nuisance through noise or odours, and without adversely affecting the countryside or places of special interest, including areas of acknowledged importance in relation to the natural and cultural heritage (PPW Edition 4, Para.12.5.1).
- 2.13 The Assembly Government’s general policy towards waste management is based on a hierarchy of reduction, re-use and material recovery (including recycling and composting), energy recovery with effective use of waste heat, and safe disposal. A sustainable approach to waste management will also involve the consideration of the Best Practicable Environmental Option (“**BEPO**”) which is one of the key mechanisms used to guide waste management options. The technique can be supplemented by assessment of the most sustainable waste management option (“**SWMO**”) which incorporates social and economic impacts (PPW Edition 3, Para 12.5.2). Another key requirement is that waste should be managed (or disposed of) as close to the point of its generation as possible, in line with the proximity principle.
- 2.14 In Wales, the aim is also to provide self-sufficiency. Each Local Planning Authority (“**LPA**”) should consider what facilities are required to treat, manage, or dispose of all waste streams generated within its area, although it may be necessary for some facilities (such as facilities for municipal, special or clinical waste) to be shared. Local Authorities are required to cooperate through joint working arrangements to produce regional waste plans in order to provide Wales with an integrated and adequate framework of facilities to meet the requirements of the EC Directive. Local Authorities are expected to encourage any necessary movement of waste by rail and water rather than by road wherever economically feasible.

Planning Policy Wales Technical Advice Note (TAN) 21

- 2.15 Provides details for producing Regional Waste Plans and also identifies the requirements development plans should seek to address. The Technical Advice Note (“**TAN**”) was prepared in parallel with the National Waste Strategy for Wales – Wise About Waste produced in 2002.

BGCBC as the LPA should:

- Provide a planning framework which enables adequate provision to be made for waste resource management facilities to meet the needs of society for the re-use, recovery and disposal of waste;
- Help meet the needs of business and encourage competitiveness;
- Encourage sensitive waste management, enhance the overall quality of the environment and avoid risks to human health;
- Have regard to the need to protect areas of designated landscape and nature conservation value from inappropriate development;
- Have regard to the need to protect the amenity of the community and of land uses and users affected by existing or proposed waste management facilities;
- Minimise adverse environmental impacts resulting from the handling, processing, transport and disposal of waste;
- Consider what new facilities may be needed, in the light of waste forecasts; and
- Ensure that opportunities for incorporating reuse/recycling facilities in new developments are properly considered.

People, Places, Futures: The Wales Spatial Plan (2008)

- 2.16 The Wales Spatial Plan is a material consideration for Local Planning Authorities. The National Framework sets out a vision of 'Valuing Our Environment', in which one of the main objectives is to de-couple the growth of waste from economic growth. It states that waste management initiatives need to be developed so that waste can be dealt with as near to source as possible and to ensure the waste hierarchy is implemented as set out in the waste strategy.

'Wise about Waste: the National Waste Strategy for Wales' (June 2002)

- 2.17 The WAG published 'Wise about Waste: the National Waste Strategy for Wales' in June 2002. The primary objectives of the strategy are two-fold:
- To make Wales a model for sustainable waste management; and
 - To comply with the requirements of relevant EU Directives and UK legislation
- 2.18 The strategy sets out a number of targets for municipal waste arisings, waste reduction and recycling / composting, as follows:
- By 2010, achieve a reduction in waste produced equivalent to at least 10% of the 1998 arisings figure;
 - By 2009/10 (and to apply beyond) waste arisings per household should be no greater than those (for Wales) in 1997/98;
 - By 2020 waste arisings per person should be less than 300kg per annum; and
 - By 2009/10 and beyond, at least 40% recycling / composting with a minimum of 15% composting (from source segregated materials only) and a minimum 15% recycling.

‘Towards Zero Waste One Wales: One Planet, The Overarching Waste Strategy Document for Wales’ (adopted June 2010)

- 2.19 Towards Zero Waste is Wales’ overarching waste strategy document. It was launched in June 2010. The strategy document outlines the actions we must all take if we are to reach our ambition of becoming a high recycling nation by 2025 and a zero waste one planet nation by 2050.
- 2.20 The strategy details high-level outcomes, policies and targets and forms part of a suite of documents that comprise the national waste management plan for Wales.
- 2.21 The strategy sets out new targets for waste recycling and composting, landfill and residual waste treatment for consultation. These targets are set out in the table below.

Table 1: WAG Waste Strategy targets

TARGET FOR EACH INDIVIDUAL LOCAL AUTHORITY:	TARGETS FOR EACH TARGET YEAR				
	09-10	12-13	15-16	19-20	24-25
Minimum levels of recycling / composting (or Anaerobic Digestion (“AD”))	40%	52%	58%	64%	70%
Minimum proportion of reuse/recycling/composting that must come from source separation (kerbside, bring and/or civic amenity (“CA”) site	80%	80%	80%	80%	80%
Maximum level of landfill	-	-	-	10%	5%
Maximum level of energy from waste	-	-	42%	36%	30%
Minimum levels of preparing for reuse (including WEEE)		0.4%	0.6%	0.8%	1.0%

- 2.22 The WAG preferred strategy for dealing with residual and recycled waste is as follows;

“After waste reduction and reuse, the best way to reduce our ecological footprint of waste is by recycling. Recycling some materials – especially paper and metals - have much greater benefits than others:

- Recycling paper and card will significantly reduce our footprint by between 82% and 94% per tonne (depending on the type of recycling).
- Recycling non ferrous metal will significantly reduce our footprint by between 79% and 85% (depending on the type of recycling).
- Recycling ferrous metals will significantly reduce our footprint by between 36% and 52% (depending on the type of recycling).

- 2.23 The type of recycling used will also affect how much we can reduce our ecological footprint. Closed loop recycling is much better for the environment than open loop recycling. In some cases – for glass and plastic - open loop recycling can be more damaging to the environment:

- Closed loop recycling of dense plastics will reduce the footprint by 60%. Open loop recycling will increase the footprint by 28%.

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- Closed loop recycling of plastic film will reduce the footprint by 47%. Open loop recycling will increase the footprint by 27%.
- Glass has one of the lowest ecological footprints per tonne. Open loop recycling will increase the footprint².

2.24 To achieve a high recycling society we need to make sure enough supplies of our priority materials are separated out and that they are of a high quality. This is achieved most sustainably by ‘source separation’ – where each material is collected separately – so that they are not contaminated. The revised Waste Framework Directive requires us to take measures to promote high quality recycling and to set up separate collections of waste where technically, environmentally, and economically practical and appropriate to meet the necessary quality standards for the relevant recycling sectors.

2.25 We also need enough material to drive the market. To do this, we propose to set high recycling targets (at least 70%) across all sectors. We also want an effective collection system for source separation across all sectors. In particular, we propose to look at the mixed element of commercial and industrial waste that is currently sent to landfill. In doing this we will ensure that the needs of spatial areas are taken into account and that an efficient and effective collection service can cover all parts of Wales, including rural, valleys and urban areas. ‘Mixed’ waste in this context is the waste that is not segregated and which contains a mixture of wastes very similar in composition to household wastes. The vast majority of this ‘mixed’ waste could and should be recycled, but is currently landfilled – see box below.

2.26 A big change in recycling is needed across all sectors to achieve a recycling rate of 70% or higher by 2025.

‘Joined up’ recycling infrastructure

2.27 We want recycling facilities that accept recyclates depending on the material they are rather than the sector they come from. By treating the same type of material in the same type of facility, we can achieve economies of scale at a local level, reducing waste management costs for both businesses and local authorities. However, the right level of infrastructure has to be in place and we propose that this will be addressed in the sector plan for the waste industry, infrastructure and markets.

Opportunities for social enterprise

2.28 We suggest that the third sector will have a big role to play in the sustainable management of waste reduction, reuse and recycling and the creation of more long term skilled jobs, community ‘buy-in’ and the retention of capital within the Welsh economy.

² REAP Ecological Footprint Reduction from Waste Management & Reduction (ARUP Report)

Market development for recyclates

- 2.29 We will work closely with businesses in Wales to make sure the right market is created and this will be addressed in the sector plan for the waste industry, infrastructure and markets.

Greenhouse gas emissions and diversion from landfill

- 2.30 To reduce Wales' greenhouse gas emissions we need to divert waste from landfill, and manage the emissions from existing landfill sites. The best way to treat waste diverted from landfill is for it to be recycled. In particular, diverting food waste to AD plants, and waste paper, card and metals from landfill sites to recycling will have the greatest benefits.

Residual and hazardous waste

- 2.31 We propose that residual waste will be phased out of landfill towards other forms of residual waste treatment. The Assembly Government's modelling focuses on high efficiency energy from waste treatments. The landfilling of hazardous waste will be phased out in the medium term. We propose that in developing a pathway to zero hazardous waste will be a key part of our sector plans.

Managing existing landfill sites

- 2.32 Landfill sites contribute to a large amount of greenhouse gas emissions. We propose to investigate further the emissions from operational and closed sites and work with our partners to find out whether emissions can be reduced even more³."

- 2.33 Detailed waste sector plans and new legislative powers are expected to be in force with the regulatory framework by June 2011.

- 2.34 Sector plans are the implementation plans for the strategy. A rolling programme of sector plans will be developed first:

- Municipal Waste Sector Plan. All waste collected by Local Authorities. This includes household waste;
- Construction & Demolition Sector Plan. Waste produced by the construction and demolition of all types of development;
- Wholesale & Retail including food manufacturers Sector Plan. Initially looking at reducing food and packaging waste;
- Collection, Infrastructure & Markets Sector Plan. The collection and treatment of waste and markets for recycled materials; and
- Public Sector Sector Plan. Driving change and providing leadership.

- 2.35 The Collection, Infrastructure & Markets Sector Plan will cover:

- Existing waste collection schemes and major disposal and recovery installations, including special arrangements

'Draft Municipal Sector Plan Part 1 – For Consultation'

- 2.36 The municipal sector plan supports 'Towards Zero Waste', the overarching waste strategy document for Wales by detailing outcomes, policies and delivery actions for this sector.

³ Towards Zero Waste One Wales: One Planet, The Overarching Waste Strategy Document for Wales' (adopted June 2010)

2.37 This sector covers the waste collected by Local Authorities and contains a number of proposals about how we manage and treat our waste to achieve more sustainable and affordable outcomes.

2.38 It focuses on the key role that Local Authorities play through working with their citizens and communities to achieve the twin goals of one planet living and zero waste.

'The (Wales) Waste Measure' (2010)

2.39 The proposed (Wales) waste measure 2010 was laid before the National Assembly on 22 February 2010.

2.40 The measure covers four main areas:

- It supports the work to introduce a mandatory charge for carrier bags. If the voluntary agreement with retailers pass the carried bag charges on to specified environmental projects. The proposed carrier bag charge will come into force in Spring 2011.
- It sets targets for the percentage of waste that local authorities recycle or compost. The measure will allow the WAG to impose fines on local authorities failing to meet those targets.
- It enables the WAG to ban or restrict certain wastes from landfill in Wales.
- It allows the WAG to introduce fees and charging schemes for site waste management plans for the construction and demolition sector.

The waste measure was passed by the National Assembly on 2 November and received Royal Approval on 15 December 2010.

'Consultation: Review of the Controlled Waste Regulations' (2010)

2.41 A review of the Controlled Waste Regulations (1992) has been taking place since 2008, and the Government and Assembly have decided to consult on proposed changes.

2.42 Schedule 2 of the CWR lists various types of 'household waste' for which local authorities can make a charge for collection. 'Household Waste' in this context includes both waste from households and waste from non-domestic institutions including schools and hospitals. Under the current legislation local authorities have a duty to collect waste from these 'Schedule 2 institutions' if requested, but can only charge for the collection of the waste and not for its disposal.

2.43 The current legislation does not make clear provision for charity shops and re-use organisations which results in them being treated as commercial enterprises when it comes to waste charging.

- 2.44 Defra and the Welsh Assembly Government wish to acknowledge the contribution made by these organisations to sustainable waste management by encouraging and facilitating the reuse of surplus goods.
- 2.45 It is proposed that the legislation is amended to address these issues, in particular:
- Give local authorities the power to charge for the disposal of non-domestic 'Schedule 2' waste;
 - Retaining local authority discretion on charging so that decisions can be made which are best suited to local circumstances;
 - Free disposal provided to charity shops and re-use organisations who contribute towards reducing household waste by encouraging re-use;
 - Making the regulations easier to use by restructuring, clarifying terminology and updating references to other waste legislation; and
 - Retaining local authorities duty to collect, if requested, waste from institutions currently listed in Schedule 2, in the interests of public health.
- 2.46 The consultation is seeking views on the draft regulations to replace the current Controlled Waste Regulations 1992 (CWR).

REGIONAL POLICY CONTEXT

- 2.47 Regional Waste Plans provide the land use planning document to assist the Authorities in Wales to plan for future waste management facilities, that will be required to treat or dispose of most forms of waste produced in the different regions including industrial waste, construction and demolition waste, hazardous waste and municipal waste.
- 2.48 There are three regional waste plans in Wales - North Wales, South East Wales, and South West Wales.

South East Wales Regional Waste Plan

- 2.49 The South East region of Wales includes the following authorities:
- Blaenau Gwent
 - Brecon Beacons National Park
 - Cardiff
 - Caerphilly
 - Merthyr Tydfil
 - Monmouthshire
 - Newport
 - Rhondda Cynon Taff
 - South Powys
 - Torfaen and
 - Vale of Glamorgan
- 2.50 The South East Wales Regional Waste Group produced the first SEWRWP in 2004, to be updated every three years. The SEWRWP 1st Review consultation ended in December 2007, and was endorsed by all authorities in the region in 2008. The SEWRWP and its 1st Review are primarily land use document, setting

out the regional framework for the preparation of Local Development Plans and the planning and controlling the development of waste management facilities.

2.51 The underlying principles of the SEWRWP are:

- Sustainability
- Waste hierarchy
- Proximity
- Regional self-sufficiency

SEWRWP: 1st Review (Adopted 2008)

2.52 The SEWRWP provides a long-term strategic waste management strategy and land-use planning framework for the sustainable management of wastes and recovery of resources in South East Wales.

2.53 The vision of the SEWRWP 1st Review is to provide a land-use planning framework for the sustainable management of wastes and recovery of resources in South East Wales. The aims of the SEWRWP 1st Review are:

- To minimise adverse impacts on the environment and human health.
- To minimise adverse social and economic impacts and maximise social and economic opportunities.
- To meet the needs of communities and businesses.
- To accord with the legislative requirements, targets, principles and policies set by the European and national legislation and policy framework.

2.54 The SEWRWP 1st Review contains two separate main elements - the SEWRWP Technology Strategy which provides strategic information on the types waste of management / resource recovery facilities required in South East Wales; and the SEWRWP Spatial Strategy, which provides strategic information on the types of locations likely to be acceptable. These two elements have been developed through different processes; they tackle different issues and have been presented separately. The SEWRWP 1st Review does not bring the two elements together in order to identify which technologies should be located at which site or in which Area of Search. The process of combining the two elements is a policy making exercise which can only be undertaken at the local level though the LDP preparation process.

The SEWRWP Technology Strategy

2.55 Strategic waste management Options are alternative combinations of waste management technologies that would enable the region to meet or exceed legislative targets. Individual technologies for managing waste cannot be considered in isolation – they need to be utilised in combination in an integrated recovery and disposal strategy for all waste streams.

2.56 In order to review the SEWRWP Technology Strategy, four main alternative strategic waste management Options covering the main treatment technologies for residual waste were generated:

- **Option 1** – A landfill-led strategy for residual waste.
- **Option 2** – An Energy from Waste (“EfW”) – led strategy for residual waste.
- **Option 3** – A Mechanical Biological Treatment (“MBT”)- led strategy for residual waste.
- **Option 4** – An Autoclave-led strategy for residual waste.

2.57 Each main Option was divided into sub-Options, which were considered to represent a sufficient range of choices for dealing with waste in South East Wales.

2.58 The Options were assessed using a range of techniques and as no single best option emerged, the best performing seven sub-Options in the Sustainability Appraisal were presented for consultation as alternative SEWRWP Waste Technology Strategies that would enable South East Wales to meet or exceed legislative targets:

Sub-Option 2a – High source segregated recycling and composting levels with all remaining residual wastes, where possible, being managed by high levels of Pyrolysis

Sub-Option 2c – High source segregated recycling and composting levels with all remaining residual wastes, where possible, being managed by high levels Incineration with energy recovery

Sub-Option 3a – High source segregated recycling and composting levels with all remaining residual wastes being managed by MBT followed by Pyrolysis.

Sub-Option 3b – High source segregated recycling and composting levels with all remaining residual wastes being managed by MBT followed by Gasification.

Sub-Option 3c – High source segregated recycling and composting levels with all remaining residual wastes being managed by MBT followed by Incineration.

Sub-Option 3d – High source segregated recycling and composting levels with all remaining residual wastes being managed by MBT followed by Refuse Derived Fuel to off-site energy use.

Sub-Option 4d – High source segregated recycling and composting levels with all remaining residual wastes being managed by Autoclave followed by Refuse Derived Fuel to offsite energy use.

2.59 The seven sub-Options put forward as alternative SEWRWP Waste Technology Strategies:

- Are the best practicable environmental sub-Options;
- Maximise the use of unavoidable waste as a resource through high source segregated recycling and composting levels; and therefore
- Minimise the use of Energy from Waste and landfill.

The SEWRWP Spatial Strategy

2.60 The SEWRWP Spatial Strategy contains two elements:

- a) Estimates of the total land area required for new inbuilding waste management/resource recovery facilities, an analysis of the potentially available land area for new in-building facilities on *existing* land use class B2 ‘general industrial’ employment sites, major industry sites and B2 sites that have already been allocated in development plans, and a list of these sites.
- b) ‘Areas of Search’ maps for use in identifying *new* sites for in-building and open-air waste management / resource recovery facilities.

2.61 Advances in technology and the introduction of new legislation, policies and practices mean that many modern waste management / resource recovery facilities on the outside look no different to any other industrial building and on the inside contain industrial de-manufacturing processes or energy generation activities that are no different to many other modern industrial processes in terms of their operation or impact. For this reason, many existing land use class B2 'general industrial' employment sites, existing major industrial areas, and new B2 sites allocated in development plans will be suitable locations for the new generation of in-building waste management facilities that will be required in accordance with the SEWRWP Technology Strategy.

2.62 The estimated total land area required in South East Wales for new in-building facilities by 2013 for the seven sub-Options ranges from between 48 hectares to 108 hectares. The analysis of the potentially available land area on existing B2 or major industry sites and B2 sites that have already been allocated in development plans has shown a surplus of developable land available.

2.63 The generation and assessment of Areas of Search for inbuilding and open-air facilities has been undertaken through a Sustainability Appraisal process that incorporated the requirements of Strategic Environmental Assessment, using a Geographical Information System to produce Areas of Search maps.

2.64 The Areas of Search identify

1st Areas of Search – identified as areas appropriate for waste management development due to the presence of appropriate site characteristics (such as proximity to the road network) and few significant environmental constraints;

2nd, 3rd and 4th Areas of Search – identified as those areas that cannot be excluded from consideration as appropriate areas, but where a greater level of constraint or constraints exists; and

Exclusion Areas – identified as those areas that, on the basis of clear planning policy, have been excluded from consideration as appropriate for waste management development.


Local Development Plan


2.65 A range of actions and circumstances will be necessary to achieve the implementation of the SEWRWP 1st Review. Local Planning Authorities are advised to include in their development plan, elements of the SEWRWP that are germane to their area and individual Local Planning Authorities should determine actual locations of facilities and make provisions in their development plans. The SEWRWP Technology Strategy and SEWRWP Spatial Strategy are to be brought together through the LDP preparation process in individual Unitary Authority areas in order to identify appropriate sites for waste management / resource recovery facilities.


LOCAL POLICY & STRATEGIES


Making a Difference – The big 20 year plan for Blaenau Gwent 2010-2030


2.66 The Community Strategy builds on the work undertaken by the Community Plan and takes forward the vision of making: Blaenau Gwent a better place to live, work and visit. The Community Strategy has 7 key themes and each theme has its own vision.


 **Lively and Accessible Communities**
Creating communities that people enjoy and want to live in


 **Thriving Communities**
Offering the opportunities, support and resources in our communities for people to thrive

 **Fair and Safe Communities**
Making people feel safer and included in our communities

 **Learning Communities**
Giving people the skills to succeed

 **Healthy Communities**
Helping people to be healthy and get the right care and support when they need it

 **Green & Sustainable Communities**
Improving our environment today for tomorrow

 **Leading Communities**
Working with, and for our communities

2.67 Waste is under the theme Green & Sustainable Communities and the aim is to make a difference to climate change. This will be achieved by reducing our carbon footprint and reducing the negative impacts on our environment by making better decisions.

Blaenau Gwent Waste Strategy 'Stop Waste in Time'

2.68 BGCBC's waste strategy, 'Stop Waste in Time', was developed in 2003 and further updated in February 2004. The strategy identified a need to develop waste minimisation and recycling initiatives, including the following:

- Public engagement
- Education and awareness-raising programmes
- Development of existing recycle collection scheme
- Promotion of home composting
- Development of a sustainable residual waste management solution in partnership with other local authorities

2.69 Since the strategy was produced, the Council has further developed its recycling schemes, and continues to do so in order to work towards WAG's recycling and composting targets. Waste minimisation is central to reducing the amount of waste produced in BGCBC, and this will be a priority for the Council over the coming years.

Heads of the Valley Waste Programme

- 2.70 The Heads of the Valley Waste Programme (“**HoV Waste Programme**”) is a programme of projects to deliver long term environmental and economically sustainable waste solutions for three neighbouring authorities.
- 2.71 BGCBC, Caerphilly County Borough Council (“**CCBC**”) and Torfaen County Borough Council (“**TCBC**”) are working in partnership to develop and procure the treatment of waste in their respective administrative areas.
- 2.72 In common with other authorities in Wales who have formed similar arrangements to procure Organics and Residual Waste Disposal Facilities, the Councils have formed themselves into two separate partnerships for the procurement of organic waste treatment services (the “**HoV Organics Project**”) and residual waste treatment services (the “**HoV Residual Project**”).
- 2.73 The Councils participating in the HoV Organics Project are BGCBC, CCBC and TCBC. The Councils participating in the HoV Residual Project are BGCBC and TCBC.
- 2.74 BGCBC and TCBC formed the HoV Waste Programme to develop and deliver sustainable facilities for the management of municipal wastes. The HoV Waste Programme has been formalised by both authorities signing of a Memorandum of Understanding (“**MoU**”) on 28 April 2006.
- 2.75 CCBC has subsequently joined the HoV Waste Programme to procure Organics waste treatment facilities only. CCBC is working with Prosiect Gwyrdd for the procurement of residual waste treatment facilities. The HoV Organics Project has been formalised by the three authorities signing of a MoU on 7 December 2009 and an Inter Authority Agreement (“**IAA**”) on 2 August 2010.
- 2.76 The key objectives for the HoV Organics Project are:
- To reduce the amount of BMW sent to Landfill
 - To demonstrate how the authorities will strive to meet the specific food waste targets indicated in the Future Directions for Municipal Waste in Wales, discussion paper, V3 (April 2009) and Draft Wales Waste Strategy: ‘Towards Zero Waste’
 - To meet the overall recycling and composting targets outlined in the Future Directions for Municipal Waste in Wales, discussion paper, V3 (April 2009) and Draft Wales Waste Strategy: ‘Towards Zero Waste’
 - Facilitate the procurement of sustainable waste management solutions for food and organic waste for the three authority partnership
- 2.77 The key objectives for the HoV Residual Project were set out in the MoU signed by BGCBC and TCBC. See the key objectives below:
- To develop and implement a strategy for the procurement, award and management of a waste management contract capable of assisting each Party to achieve its recycling, composting, recovery and landfill diversion targets.

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- To carry out such procurement in timescales which fully reflect and take account of all relevant legislative and practical imperatives (such as the need to replace existing contracts when they expire)
- To carry out such procurement in a way which maximises value for money and efficiency and generates credible competitive bids capable of delivering the Project Objectives
- To seek to develop funding bids and to maximise the external funding available to each Party to invest in the Project to reduce either the level of capital costs to be met from existing resources or the level of annual payments which would otherwise be required under the waste management contract (depending on contract structure chosen)
- To seek to adopt arrangements, structures and procedures (including in respect of the procurement process and procurement decisions) which:
 - (a) Minimise the cost of waste disposal to each individual Party
 - (b) Shares risk and reward between the Parties (and operates in all other ways) in an equitable and fair way which is demonstrably justifiable
 - (c) Are transparent, are based on and recognises accountability and are auditable (capable of being verified and justified)
 - (d) Are efficient and capable of being understood and recognised by contractors and third parties
 - (e) Recognises and respect limits on availability of resources and the legal, managerial, financial and political constraints affecting each Party
 - (f) That attempts to respect and deliver where appropriate the Preferences.
- To seek a solution through the procurement process which best delivers the Project Objectives and is in the best interests of both Parties
- To seek to ensure that the proposed solution provided by the contract is synergistic with the needs of South East Wales as a region (as defined in the SEWRWP) and each of the Parties' individual Council Waste Strategies.
- To seek to ensure that the preferred proposed solution obtained as a result of the procurement should have regard to each Party's commitment to sustainable development and should reflect best practice in sustainable waste management.
- To identify available assets in an open and transparent way and agree basis for committal of assets to the Project (including sites, plant and machinery) which (having regard to their benefit to the Project) is reflected in a fair and equitable distribution in risk and reward to the Parties
- To ensure that at all times each Party has appropriate information and advice to make fully informed decisions.

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3.0 CURRENT SITUATION AND FUTURE REQUIREMENTS

BGCBC CURRENT COLLECTION METHODS

3.1 Blaenau Gwent's current collection, disposal methods and contractual arrangements are detailed in the table below⁴.

Blaenau Gwent County Borough Council	
Residual waste	<ul style="list-style-type: none"> – Collected fortnightly, collection is provided to all households using 120 litre, 240 litre or 360 litre wheeled bins
Recyclate	<ul style="list-style-type: none"> – Weekly collection of paper and card in a clear bag mixed, sent onto the Materials Recovery/ Recycling Facility ("MRF") in Bridgend for reprocessing. – Weekly collection of tins, glass & plastic in a blue bag mixed sent onto the MRF in Bridgend for reprocessing. – Six bring sites are provided. – Three HWRC are provided across the County Borough.
Organics	<ul style="list-style-type: none"> – Weekly food waste collection service is provided to approximately 31,000 households. Household set out the material in 23 litre caddies. – Caddy liners are provided by the Authority either 10 litre or 30 litre food/bio waste bags which are compostable. – Weekly collection of green waste from domestic properties free of charge. This service is provided Borough-wide. – Collected food and green waste is currently taken by the Council to its bulking and transfer facilities at Silent Valley landfill site, Cwm, Ebbw Vale, in preparation for onward transfer to treatment facilities.
Bulky waste	<ul style="list-style-type: none"> – Collection of bulky household items is carried out via a booking system. These collections are limited to one collection of three large items or the equivalent of 12 black bags per 12 weeks. – Electrical items such as fridges/freezers, microwaves, TVs, washing machines, dishwashers, radios, toasters, VCRs etc are collected by a section of the Council's recycling team via a booking system.
Trade waste	<ul style="list-style-type: none"> – Weekly residual waste collections to approximately 300 trade customers. – A commercial waste recycling service is also provided to customers collecting plastic bottles, mixed glass, food and drink cans, newspapers and magazines. – A commercial (inclusive of schools) food and dry recyclate service was rolled out in January 2010. – The collections take place using the same vehicle as

⁴ HoV Waste Programme: HoV Organics Project, Invitation to Submit Detailed Solutions, March 2011

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	domestic collections. 140 litre wheeled bins are provided for Food Waste along with 80 litre food/bio Waste bags and 1100 litre caged wheeled bins are provided for cardboard and paper, 660 litre drop back wheeled bins for dry recycle.
Disposal	– Residual waste is disposed at Silent Valley landfill site, Ebbw Vale, operated by SVWS.
Contractual Arrangements	<ul style="list-style-type: none"> – Arrangements are in place with SVWS for disposal of residual waste at Silent Valley landfill site, Cwm, Ebbw Vale. Contract expiry March 2012. – Contract with SVWS for the management and servicing of three HWRC (Silent Valley landfill site, Cwm, Ebbw Vale, New Vale HWRC, Waun-y-Pound, Ebbw Vale and Bournville HWRC, Blaina, Abertillery). Contract expiry March 2012. – Food and green waste composting contracted to Wormtech Ltd, Caerwent for source segregated food waste and green waste; this also includes green waste from HWRC's. Contract expiry April 2013. – Arrangements in place with the Recycling Group for the disposal of mixed dry recycle. – Interim contract with Wormtech Ltd, Caerwent for the disposal of source segregated cardboard collected at the HWRC's. Contract expiry January 2013. – Arrangements with Crosskeys pallets and Bryn Quarry Ltd for recycling/composting of HWRC wood waste. – Arrangement with SVWS for the recycling of HWRC hardcore. – A number of recycling contracts related to bring recycling material streams.

3.2 Blaenau Gwent's current infrastructure is set out in the table below.

Table 2: Current Infrastructure

Location	Infrastructure Type	Ownership	Contract Details
Cwm	HWRC	BGCBC	Contract to March 2012
Ebbw Vale	HWRC	BGCBC	Contract to March 2012
Bournville	HWRC	BGCBC	Contract to March 2012
Cwm	Bulking/Transfer Station	SVWS	Contract to March 2012
Cwm	Landfill Site	LAWDC	Contract to March 2012

3.3 BGCBC provides six bring sites throughout the borough as part of its waste infrastructure. These sites are situated at the following locations:

- Asda, Brynmawr (land owned by Asda);
- Town Centre car park, Tredegar (land owned by BGCBC);
- Doctors surgery, Aberbeeg (land owned by BGCBC highways);
- Tesco, Abertillery (land owned by Tesco);
- Tesco, Ebbw Vale (land owned by Tesco) and
- Morrisons, Ebbw Vale (land owned by Morrisons).

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- 3.4 BGCBC has numerous contracts in place for the provision of the bring sites. The details of these contracts are set out below:

Paper

- 3.5 Aylesford Newsprint owns the banks and empties them once a week. BGCBC are in a contract with other Local Authorities for the collection of paper from bring sites. These banks are on all sites apart from the doctor's surgery in Aberbeeg.

Textiles

- 3.6 Wilcox owns the textiles banks and is responsible for the banks being emptied. The textiles banks are only based on the two Tesco sites. The Salvation Army provide a textile collection on the other four sites. These banks are owned by The Salvation Army who are also is responsible for the banks being emptied.

Glass

- 3.7 BGCBC has a contract with Viridor for the collection of the glass. This is a regional contract that includes other local authorities. Collections are provided on a weekly basis to all bring sites. BGCBC own the banks but as part of the regional contract Carbery Plastics, who the banks were bought from, are responsible for maintaining the banks.

Tetra Pak

- 3.8 The Tetra Pak banks are owned by Recresco who empty the banks as and when banks are full. These banks are provided on all sites apart from Aberbeeg, and Tredegar. There is a regional contract in place.

Cans and Plastics

- 3.9 Cans and plastics banks are owned and emptied by BGCBC. The collected cans and plastics are taken to New Vale and are sent to the Recycling Company with the kerbside recycling.

Future Waste Collection Plans

- 3.10 In order for Blaenau Gwent to meet their Landfill Allowance Scheme targets and 52% recycling and composting targets in 2012/13 significant alterations to current waste, production and management practices are required.

- 3.11 BGCBC is developing its future waste collection strategy which is intended to minimise the disruption to residents where possible to assist in providing a solution that is convenient to the householder and will encourage good participation and materials capture rates. Similarly the strategy is being developed to make best use of existing waste management infrastructure, including vehicle types and material handling, as well as to link in with existing contracts held by the authority. BGCBC's future waste collection strategy is set out below;

Food Waste Collection Services

- 3.12 It is not anticipated that any significant changes will be required to the food waste collection services in the future.

Green Waste Collection Services

- 3.13 Residents opting for the green waste service will be provided with one-off reusable polypropylene sacks; a charge will be made for replacements.

HWRC Service

- 3.14 The Council are seeking a site within the Borough in order to build a new HWRC with a transfer station. The HWRC would replace the two lowest performing sites. This would mean that the Council would have 2 high quality HWRC's in the Borough. The transfer station would ideally be on the same site and is required for both recycling and residual waste.
- 3.15 This should allow more materials to be segregated on-site, including hazardous household waste (batteries, bulbs, paints, oils, etc), flat glass, carpet, polystyrene, dirty wood, mattresses and haberdashery (e.g. curtains).
- 3.16 In the future, the Council may decide to charge for black bag (mixed) waste taken to HWRC, requiring customers to pre-sort materials before or at the site. The trade ban will be reinforced, perhaps with a van permit system. CCTV and vehicle number plate recognition may also be employed.

Residual Waste

- 3.17 In April 2010 the Council introduced fortnightly collections of household residual waste. Each property has been provided with a 120 litre or 240 litre wheeled bin; larger households (families of 5 and above) will be able to request larger capacity bins.
- 3.18 From the start of the scheme, the Council is likely to introduce a ban on side waste and a requirement that lids on wheeled bins must be closed.
- 3.19 Trade properties will continue to receive a weekly collection of residual waste using their current receptacles.
- 3.20 An interim waste treatment and disposal contract will be required from March 2012 when the contract extension with SVWS is due to expire. Long term residual waste treatment requirements will be considered via the partnership towards the end of the interim waste treatment and disposal contract.

Local Authority Waste Disposal Company ("LAWDC")

- 3.21 BGCBC has its own LAWDC Silent Valley Waste Services Ltd ("**SVWS**"). The contractual arrangement for the landfill operations and management of the Authority's HWRC (including haulage) was extended past the existing fifteen year contract expiry date (4th August 2009) for a further two years allowing BGCBC to continue with disposal of waste to landfill until the 4th August 2011, this has subsequently been extended to March 2012 to bring the contractual arrangements in line with its partners Torfaen County Borough Council in order to procure a new disposal and treatment contract.
- 3.22 The present position with the LAWDC and the future of the landfill site revolves around the possibility that the site will be well suited, meeting the majority of the selection criteria, to host a future waste treatment facility. However, matters

around the future of the Company beyond the current contractual period (March 2012) are yet to be determined.

IDENTIFYING WASTE TREATMENT REQUIREMENTS

Historical Waste Data

- 3.23 Since 2003/04 total Municipal Solid Waste (“MSW”) arisings have varied considerably. There have been significant variations in data over the years due primarily to changes in MSW definition, data accuracy and reduction in waste tonnage dealt with by BGCBC. The historical waste arisings for BGCBC are displayed below⁵:

Table 3: Total historic MSW

Year	Household Collected Waste	Collected Trade Waste	HWRC Collected Household Waste	Other MSW	Total MSW Arising (inc. inert)	Change
	Tonnes	Tonnes	Tonnes	Tonnes	Tonnes	%
2003/4	27,125	3,503	11,925	2,162	44,714	-
2004/5	27,602	3,451	13,411	2,412	46,876	4.83%
2005/6	26,916	8,030	12,942	2,245	50,133	6.95%
2006/7	27,846	8,688	10,894	2,002	49,430	-1.40%
2007/8	27,140	1,625	9,452	2,213	40,431	-18.21%
2008/9	24,934	1,515	7,308	1,273	35,030	-13.358%
2009/10	24,111	1,290	6588	1153	33,142	-5.389%

Decrease in total MSW for 2007/08 due to changes in definition of MSW and BGCBC’s inclusion of wastes. Services were changed in order to comply with the MSW definition.

Projected Waste Data

- 3.24 BGCBC have carried out detailed waste flow modelling to determine the needs and requirements of future waste management systems by the Authority in order to meet challenging targets under the LAS.
- 3.25 Waste quantities have been projected into the future based on reasonable assumptions in terms of waste minimisation and future changes to collection and treatment systems. An assessment has been made of the future waste arisings, recycling and landfill diversion performance of BGCBC in order to determine the impact of the LAS and to estimate the likely scale of the organics waste project under the following scenarios:
- The ‘Baseline’ scenario has been projected, where BGCBC maintains their current level of recycling and composting performance, but planned service changes are taken into account, and residual waste is disposed to landfill. This scenario provides the baseline against which the performance and cost of alternative waste management scenarios may be evaluated.

⁵ HoV Waste Programme: HoV Organics Project, OBC, September 2009 (revised 2010)

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- The 'High Recycling' scenario is based on BGCBC meeting the recycling and composting targets set out in the April 2009 paper, 'Future Directions for Municipal Waste Management in Wales v3' and 'Towards Zero Waste One Wales: One Planet, the Overarching Waste Strategy Document for Wales' (adopted June 2010).
- The 'Reasonable' scenario is based on BGCBC achieving current best practice recycling and composting rates (62 - 65% (in 2019)).

3.26 Current data indicates that BGCBC may exceed its Landfill Allowance target before 2012/13. These figures are based on the recently revised LAS figures which had a negative impact on BGCBC. The Authority is taking steps to mitigate the risk of exceeding these targets.

3.27 In order to mitigate the impact of the LAS shortfalls BGCBC will procure an interim treatment and disposal contract for residual waste. Any waste exceeding the LAS allowance will be treated via an existing facility. BGCBC is working with TCBC as part of the HoV Waste Programme and intend to procure a contract during 2011/12 to ensure disposal and treatment capacity is secure from the end of their respective landfill disposal contracts.

3.28 The tables below set out how BGCBC recycling rate will compare with the WAG targets set out in the 'Towards Zero Waste One Wales: One Planet, the Overarching Waste Strategy Document for Wales' (adopted June 2010):

Table 4 Comparison with Towards Zero Waste targets – Reasonable

Reasonable									
Year	Total MSW Arising	BMW in MSW (61%)	MSW diverted through recycling and composting	BMW diverted through recycling and composting	Food waste composting rate (%)	MSW Residual	BMW Residual (61%)	LAS Allowance	LAS shortfall
2012/13	33,991	20,734	14,114	9,615	6.4%	19,877	11,120	10,631	489
2019/20	36,953	22,541	19,752	13,972	6.4%	16,830	8,343	7,464	879

Table 5 Comparison with Towards Zero Waste targets – High

High									
Year	Total MSW Arising	BMW in MSW (61%)	MSW diverted through recycling and composting	BMW diverted through recycling and composting	Food waste composting rate (%)	MSW Residual	BMW Residual (61%)	LAS Allowance	LAS shortfall
2012/13	33,941	20,704	17,693	12,445	12%	16,248	8,259	10,631	-2,371
2019/20	36,533	22,285	21,198	14,546	12.1%	15,334	7,739	7,464	275

3.29 Future projections on housing and population figures have been taken into account to determine the future growth rate for projecting waste arisings. The figures used were based on 2006 population projections from WAG which would see BGCBC's population grow from 69,300 to 69,700 by 2011. From this information it was estimated the household numbers would grow to 31,800 by 2011. No increase over time was included as, at the time, the HoV Organics

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Project weren't sure how accurate the projected figures were. The waste growth rates therefore were not based on population increase, but were rather best estimates based on previous performance. Maintaining the current MSW arisings per household, 1.65 tonne per household, and combining with future housing numbers, the maximum waste growth is 1% per annum. Input from the local and national government to encourage waste minimisation initiatives may change this and serve to reduce the waste arisings, but it is not possible to predict with any degree of certainty.

- 3.30 On this basis, our projections are based on 1% growth per annum for all waste streams up to 2011/12, and 0% per annum thereafter. This allows for growth due to population increases in the short term, but allows time for the partnership to develop waste minimisation strategies in conjunction with the wider national focus. In consideration of capacity and performance, consideration will be given to the risk that waste growth may be different.

The MSW arisings projections for BGCBC are displayed below⁶:

Table 6: Total predicted MSW

Year	Household Collected Waste	Collected Trade Waste	HWRC Collected Household Waste	Other MSW	Total MSW Arising (inc. inert)	Change
	Tonnes	Tonnes	Tonnes	Tonnes	Tonnes	%
2009/10	27,478	1,657	9,642	1,568	40,345	-0.21%
2012/13	28,031	1,690	9,836	1,598	41,156	2.01%
2015/16	28,030	1,691	9,836	1,598	41,156	0.00%
2019/20	28,030	1,691	9,836	1,598	41,156	0.00%
2024/25	28,030	1,691	9,836	1,598	41,156	0.00%

Percentage change of Total MSW based on 2007/08 figures.

- 3.31 The detailed waste flow modelling that has been undertaken for BGCBC has been developed using a number of assumptions. One of the key assumptions is the composition of municipal waste. The composition is displayed overleaf:

⁶ HoV Waste Programme: HoV Organics Project, OBC, September 2009 (revised 2010)

Table 7: Waste Composition – MEL 2003

Material	% Biodegradable	Household Collected	HWRC Waste	Trade Waste	Other Household Waste	Other Non-household Waste
The Composition of Municipal Waste in Blaenau Gwent, WRAP, 2010						
Glass	0%	5.73%	7.37%	2.58%	16.63%	0.00%
Paper / Card	100%	23.67%	23.25%	8.53%	33.62%	0.00%
Cans / metal	0%	5.24%	7.37%	8.67%	3.82%	0.00%
Plastics	0%	13.15%	20.63%	8.74%	13.34%	0.00%
Textiles	50%	3.11%	2.98%	4.27%	1.56%	0.00%
Green Waste	100%	9.54%	12.57%	7.10%	5.20%	100.00%
Kitchen waste	100%	27.17%	17.98%	3.53%	18.01%	0.00%
Timber	100%	0.41%	0.48%	21.39%	1.13%	0.00%
WEEE	0%	0.72%	0.58%	6.81%	0.70%	0.00%
Potentially haz	0%	0.43%	0.08%	1.45%	0.70%	0.00%
Misc combustibles	50%	7.70%	3.25%	19.92%	3.47%	0.00%
Misc non-combustibles	0%	1.53%	2.17%	6.63%	1.39%	0.00%
Fines	50%	1.62%	1.28%	0.19%	0.44%	0.00%
Total		100%	100%	100%	100%	100%

** Composition adjusted to reflect current (2007/8) materials capture of misc non-combustibles.*

- 3.32** It should be noted that BGCBC partook in further waste compositional analysis during 2009 organised by WAG in order to update the existing data. Analysis commenced in June 2009 with interim results released in September 2009 and final results in April 2010. The waste flow models have been revised to take into account the new compositional analysis.
- 3.33** BGCBC is working in partnership with neighbouring authorities through the HoV Organics Project and the HoV Residual Project to procure facilities to assist the Council in achieving its recycling, composting, recovery and landfill diversion targets.

FUTURE REQUIREMENTS FOR LDP

- 3.34 The Regional Waste Plan identifies that Blaenau Gwent needs to allocate between 0.3 and 4ha of land depending on the type of waste management /resource recovery facility involved. Two possible sites to meet these requirements were assessed through the Candidate Site Assessment Process: Silent Valley and Waun- y-Pound.
- 3.35 Work undertaken for the HoV Waste Programme looked at sites from across the three authorities to identify a preferred site for identification as part of the procurement process. The report identified three possible sites across the HoV project area and Waun-y-Pound was determined to be the preferred site.
- 3.36 In allocating land through policy W1 the Plan meets the South Wales Regional Plan requirements. Policies DM11 and DM21 put a framework in place for allowing further waste facilities in Blaenau Gwent if required. The HoV Partnership is procuring the facilities to ensure that Blaenau Gwent meets its targets.

4.0 RESULTS OF CONSULTATION

PRE-DEPOSIT CONSULTATION

- 4.1 The following Strategic Waste Policy was included in the Preferred Strategy (November 2008).

SP19 The Council will implement a sustainable, integrated approach to waste management which minimises the production of waste and its impact on the environment, and maximises the use of unavoidable waste as a resource. To assist this aim 1.4 to 4 ha of allocated and protected B2 industrial sites and existing waste management sites will be identified for strategic waste management facilities through the use of regional search criteria.

- 4.2 Two comments were made on the Preferred Strategy
- 4.3 One comment suggested that the deposit plan should clarify the regional search criteria and how the Council intends to implement the 'sustainable integrated approach contained in the policy.
- 4.4 In response the Deposit Plan clarifies the regional search criteria and the Deposit Plan together with this paper identifies how the Council intends to implement the 'sustainable integrated approach.
- 4.5 Another comment suggested that the supporting text should have confirmed the provisions of sites in policy SP19 would provide capacity for an adequate network of facilities to demonstrate that a genuine choice of suitable sites exists and that B2 locations have enough capacity to accommodate facilities identified as being needed through the SEWRWP.
- 4.6 It was agreed that the Plan should clarify this, the Deposit Plan addresses this issue in policies W1 and DM11 and DM21.

5.0 DRAFT LOCAL DEVELOPMENT PLAN POLICIES

Objective

- 5.1 The Preferred Strategy did not include a specific objective on Waste it is however considered appropriate to include one in the Deposit Plan.

Objective 16

A sustainable, integrated approach to waste management has minimised the production of waste and its impact on the environment, and maximised the use of unavoidable waste as a resource. By 2021, national recycling and composting targets outlined in 'Towards Zero Waste One Wales: One Planet, the Overarching Waste Strategy Document for Wales' (adopted June 2010). have been met.

Strategic Policy

- 5.2 The following Strategic Waste Policy has been included within the Plan:

SP13 Delivering Sustainable Waste Management

To help deliver sustainable waste management across Blaenau Gwent the Council will ensure that:

- 1. Sufficient land is identified to enable an integrated network of waste management facilities to be developed across the County Borough through:**
 - a. Allocating land to meet the South East Wales Regional Waste Plan requirement of 0.4- 4 hectares (Policy W1);**
 - b. Encouraging the provision of in-building treatment facilities on Primary and Secondary Employment Sites (Policy DM11); and**
 - c. Allocating land to meet local needs.**
- 2. Support is provided for treatment facilities, measures and strategies that represent the best practicable environmental option, having regard to the waste hierarchy and the proximity principle (Policy DM21);**
- 3. Provision is made for sustainable waste management storage and collection arrangements in all appropriate developments; and**
- 4. Waste minimisation is encouraged during construction.**

Blaenau Gwent produces around 35,000 tonnes of municipal waste each year, varying from harmless inert materials to chemical by-products and residues. It is important for the Council to manage the land use implications of this waste in an environmentally acceptable and sustainable way. Currently the main method of waste disposal is through landfill. However, the Council is moving towards more sustainable waste management practices in line with European and National

Guidance. This involves increasing the amount of municipal waste recycled or composted and reducing the amount of biodegradable waste sent to landfill. As a result, additional treatment facilities are likely to be required to achieve these aims.

In line with the National Waste Strategy and the Regional Waste Plan (RWP), the Council will seek to promote the reduction, re-use and recycling of materials in order to reduce land take-up for waste facilities. The RWP estimates that the total land required in Blaenau Gwent for waste facilities by 2013 ranges between 0.4 and 4 hectares depending on the type of waste management /resource recover facility involved. The Plan allocates nearly 6 hectares of land for waste facilities which is above that required in the RWP.

Primary and Secondary employment sites identified through Policy DM11, EMP1 and EMP2 are also considered appropriate locations for new waste facilities. Advances in technology and the introduction of new legislation, policies and practices mean that many modern waste management / resource recovery facilities (on the outside) look no different to any other industrial building and (on the inside) contain industrial de-manufacturing processes or energy generation activities that are no different to many other modern industrial processes in terms of operation and impact. The identification of these sites as suitable in principle for waste management facilities, represents a more than adequate network and demonstrates a genuine choice of suitable sites exist.

The Plan also identifies sites to meet local waste treatment requirements.

Appropriate new development should include provision for the storage, recycling and management of waste. This will encourage waste reduction, recycling, composting and separation at source, in order to contribute towards meeting European and national waste management targets and divert waste from landfill.

Minimising or re-using waste generated through site development (including demolition waste) will reduce the amount of waste that has to be managed and ultimately disposed of. This in turn will contribute to a reduction in greenhouse gas emissions and the amount of primary construction materials extracted, processed and transported.

Development Management Policy

- 5.3 In addition to a strategic policy a development management policy has been included on waste in response to comments from the Sustainability Appraisal.

DM21 Waste

Proposals for the development of a waste collection or treatment facility will be permitted where:

1. There is a proven local or regional need for the facility; and
2. The proposed facility is the Best Practicable Environmental Option (BPEO); and
3. The proposed application has undertaken a sequential site selection process looking at:
 - a. Allocated sites;
 - b. Employment sites allocated or identified as a primary or secondary site through Policy DM11 (outside flood risk areas);
 - c. Other sites taking into consideration their suitability as identified through the Area of Search maps in the Regional Waste Plan;
4. In the case of a civic amenity facility the site is located in terms of access to service a neighbourhood or settlement whilst avoiding unacceptable adverse impact on the character, environmental quality and amenities of the local area;
5. The proposal is in the countryside, it involves the reuse of existing buildings or is on land within or adjacent to existing building groups. Alternatively where it is demonstrated that new buildings/plant are needed these must have an acceptable visual and environmental impact; and
6. The following criteria are also met:
 - a. In the case of regional scale facilities, its location relates closely to and benefits from an easy access to key transport corridors and, where practicable makes use of alternative transport modes;
 - b. Proposals involving the sorting and processing of waste, are carried out within a purpose built or appropriately modified existing building, unless it can be demonstrated that part or all of the proposed operation can only be carried out in the open;
 - c. The built development associated with the proposed methods of handling, storage, treatment and processing of waste is appropriate to the nature and hazards of the waste(s) concerned;
 - d. Proposals for the incineration of waste and other thermal processes, shall incorporate measures to maximise energy recovery both in the form of heat and electricity, taking account of prevailing technology, economics and characteristics of the waste stream involved;

- e. Opportunities for co-locating and networking Energy for Waste (EfW) facilities with energy consuming land uses such as district heating systems or large industry energy users have been fully explored; and**
- f. It will not result in an unacceptable adverse environmental impact that cannot be appropriately controlled by mitigating measures.**

Targets contained within ‘Towards Zero Waste One Wales: One Planet, the Overarching Waste Strategy Document for Wales’ (adopted June 2010) require a significant shift away from landfill. Waste treatment facilities reuse, recycle and recover waste materials and can significantly reduce the amount of waste going to landfill. Applicants must demonstrate that the proposal is consistent with the latest national guidance and is the BPEO or a constituent part of the BPEO for a waste stream.

Blaenau Gwent will seek to facilitate the increase in the number, type and range in size of treatment facilities in line with the requirements of the Regional Waste Plan 1st Review. The Plan allocates land to meet these requirements. National planning policy and guidance states that the majority of waste facilities are likely to be acceptable on existing industrial estates, with landfill and windrow composting likely to be suitable on farms as part of farm diversification. The Council considers that in some instances, facilities such as anaerobic digestion and in-vessel-composting may be acceptable on farms as part of farm diversification, particularly where it can be demonstrated that the output of the process is to be applied locally. In such cases, the RWP contains Areas of Search maps for use in identifying new sites for in-building and open-air waste management / resource recovery facilities. Developers are encouraged to use the recommendations to identify suitable site locations.

For the purpose of this policy waste treatment projects include waste separation, recycling, composting, the treatment and transfer of special waste, the thermal treatment of waste including incineration, pyrolysis, gasification and anaerobic digestion. Proposals for the extension of existing facilities and the recycling of construction and demolition waste are also considered under this Policy.

Allocations

- 5.4** The following land allocations are included in the Plan:

W1 Land for Waste Management

The following site is identified to accommodate regional waste management facilities:

1. Land south of Waun-y-Pound

The following sites are identified to accommodate local waste management facilities:

2. Silent Valley

South East Regional Waste Plan indicates that between 0.4 and 4 hectares of land will be required for waste management facilities within Blaenau Gwent to serve more than one local authority. The above site provides over 5 hectares for the location of waste management facilities to serve more than one local authority.

Land south of the existing Waun-y-Pound Industrial Estate in Ebbw Vale is well located in terms of the Heads of the Valleys Road and the principal hub of Ebbw Vale. Adjacent land is already used as a Civic Amenity Site for the recycling of waste and therefore there is an opportunity to co-locate facilities. The site is identified as being suitable for waste management facilities such as an Anaerobic Digestion or In Vessel Composting and may be suitable for other waste management facilities.

The existing Silent Valley waste facility is centrally located in the County Borough south of the principal hub of Ebbw Vale. The land identified is located to the north of the existing Silent Valley landfill site which continues to form the principal destination for much of the residual and unavoidable municipal waste generated in Blaenau Gwent. The site is identified as being suitable for a bulking / waste transfer facility.

Detailed descriptions of the sites can be found in supporting documentation.

- 5.5** Sites may also be permitted on appropriate Primary and Secondary employment sites:

DM11 Use Class Restrictions – Employment

In accordance with Policies EMP1 and EMP2, development proposals on major industrial areas will be subject to the following restrictions:

- 1. On sites allocated as Strategic Sites, development will only be permitted if it is:**
 - a. Within use class B1 and B2.**
 - b. To provide an ancillary facility or service to the proposed employment use.**
- 2. On sites allocated or identified as Business Parks, development will only be permitted if it is:**
 - a. Within use class B1.**
 - b. To provide an ancillary facility or service to the proposed employment use.**
- 3. On sites allocated or identified as Primary Sites, development will only be permitted if it is:**
 - a. Within use classes B1, B2, B8.**
 - b. An appropriate Sui Generis use.**
 - c. To provide an ancillary facility or service to the existing and proposed employment use.**
- 4. On sites allocated or identified as Secondary Sites, development will only be permitted if it is:**
 - a. Within use classes B1, B2 or B8.**
 - b. An appropriate Sui Generis use.**
 - c. To provide an ancillary facility or service to the existing and proposed employment use.**
 - d. An acceptable commercial service.**

The majority of industrial estates in Blaenau Gwent comprise businesses that are categorised within Use Classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987 (as amended), however there are also examples of Sui Generis use on a number of employment areas. Examples of appropriate Sui Generis uses would include a builder's merchant, vehicle depots and taxi control offices.

Every industrial site that is allocated or identified as a primary or secondary site is considered suitable, in principle for the location of waste management facilities. Development proposals for waste management facilities on allocated or identified primary and secondary sites must be considered against other provisions of the Plan and national policy guidance, in particular TAN 15. This commitment is also referred to in Policy SP13, and both policies fulfil the requirements of the National Waste Strategy and Regional Waste Strategy.

Ancillary uses which fall outside the B-class uses, which support the wider function of employment sites and do not affect the integrity of these sites, may be permitted

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on sites allocated or identified as Strategic Sites, Business Parks, Primary and Secondary sites. Examples include cafes and crèches.

Examples of commercial services which might be considered acceptable on a site allocated or identified as a secondary site would include indoor health and fitness, training facilities, day nurseries, vehicle repair and maintenance businesses and other uses that are not considered appropriate in a town centre location.

APPENDICES



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APPENDIX 1: GLOSSARY OF TERMS

Term or Abbreviation	Definition
AD or Anaerobic Digestion	Means: <ul style="list-style-type: none"> (a) the controlled biological decomposition and stabilisation of organic substrates, under conditions that are permanently anaerobic and that allow the development of thermophillic / mesophillic temperatures as a result of biologically produced heat. It results in the production of a biogas and a final product (digestate); or (b) the delivery to, and acceptance by, a company, individual or organisation of organic substrates for the purposes of undertaking the Process described in paragraph (a) of this definition.
BEPO	Best Practicable Environmental Option
BGCBC	Blaenau Gwent County Borough Council
BMW	Biodegradable Municipal Waste
CA Site	Civic Amenity Site
CCBC	Caerphilly County Borough Council
EA	Environment Agency
EC	European Commission
EfW	Energy From Waste
EU	European Union
HoV Organics Project	Heads of the Valleys Organics Project. The Councils participating in this project are: <ul style="list-style-type: none"> • Blaenau Gwent County Borough Council (BGCBC); • Caerphilly County Borough Council (CCBC); and • Torfaen County Borough Council (TCBC)
HoV Residual Project	Heads of the Valleys Residual Project. The Councils participating in this project are: <ul style="list-style-type: none"> • Blaenau Gwent County Borough Council (BGCBC); and • Torfaen County Borough Council (TCBC).
HoV Waste Programme	Heads of the Valleys Waste Programme
IAA	Inter Authority Agreement
LAS	Landfill Allowance Scheme (Wales) Regulations 2004
LAWDC	Local Authority Waste Disposal Company
LDP	Local Development Plan
LPA	Local Planning Authority
MBT	Mechanical Biological Treatment
MoU	Memorandum of Understanding
MSW	Municipal Solid Waste
SEWRWP	South East Wales Regional Waste Plan
SVWS	Silent Valley Waste Services
SWMO	Sustainable Waste Management Option
TAN21	Technical Advice Note 21

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Term or Abbreviation	Definition
TCBC	Torfaen County Borough Council
UK	United Kingdom
WAG	Welsh Assembly Government
WET Act 2003	Waste and Emissions Act 2003



For further information please contact:

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