

Powys Replacement Local Development Plan (LDP) 2022-2037

Waste

Background Paper

June 2024



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1. Introduction

This background paper has been prepared to support the development of the Powys Replacement Local Development Plan (RLDP) 2022-2037. The purpose of the paper is to review the evidence base upon which the Powys Adopted LDP (2011-2026) was developed and to provide any additional evidence with respect to waste and waste management to inform the development of the Replacement Plan. The Powys Adopted Local Development Plan (2011 – 2026) was written in the context earlier editions oof Planning Policy Wales and policy guidance which has since been revised or superseded.

The following sections summarises the relevant national, regional and local policy context which needs to be considered and taken account of when formulating the RLDP and an assessment of the policies in Powys Adopted LDP with recommendations.

2. National Policy and Legislative Context

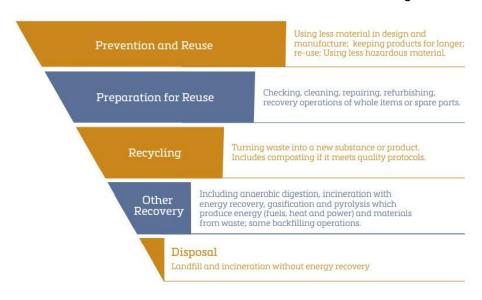
2.1. Future Wales: the National Plan 2040

Future Wales (published 2021) is the National Development Framework for Wales, forming the highest tier of Development Planning in Wales. It recognises that waste treatment and disposal requires a co-ordinated regional framework.

2.2. Planning Policy Wales Edition 12 (2024)

Planning Policy Wales Edition 12 (PPW12) sets out the land use planning policies of the Welsh Government. The National Place-making Outcomes recognises the need to prevent waste as part of the need to promote the sustainable use of resources, and there is a need for appropriate infrastructure to support sustainable waste management.

Sections 5.12 and 5.13. of PPW12 outlines the sustainable waste management hierarchy as:



Section 5.12 relates to design choices to prevent waste. Preventing and avoiding the creation of waste forms the highest tier of the waste management hierarchy. Section 5.12 outlines that design choices support the use of fewer resources and recycling of materials. Approaches to this are indicated as:

- Materials balance onsite minimising earthwork cut and fill volumes.
- Adaptable design choices supporting the circular economy through design characteristics meaning bricks and other materials can be reused during refurbishment or dismantling.
- Design in Locally Sourced, Alternative or Recycled Materials supporting the use of secondary aggregates, construction, demolition, excavation waste, incinerator bottom ash and other appropriate recycled materials.

Section 7.12 also outlines that:

"Adequate facilities and space for the collection, composting and recycling of waste materials should be incorporated into the design and, where appropriate, layout of any development as well as waste prevention measures at the design, construction and demolition stage."

This is to be demonstrated through Site Waste Management Plans. A Site Waste Management Plan is a plan to help clients, developers and contractors in the construction and demolition sector think before the start of a project about the waste that will be produced, how to reduce the waste and plan to sustainably manage waste that does arise.

Section 5.13 sets out the national policy position for sustainable waste management facilities. This outlines the facilitative role of the planning system in sustainable waste management. Key aspects of this include: minimising adverse environmental impacts and risks to human health; protecting designated areas of the natural environment from inappropriate development; and protecting residential amenity, other land uses and users.

With regards to permitting planning permission alongside environment permits, PPW outlines:

"Planning authorities, other relevant local authority departments and Natural Resources Wales (NRW) must work closely together to ensure that conditions attached to planning permissions and those attached to Environmental Permits are complementary and do not duplicate one another. Sufficient information should accompany development proposals in order for planning authorities to be satisfied that proposals are capable of effective regulation. NRW should assist the planning authority in establishing this position through the provision of appropriate advice. The parallel tracking of planning and environmental permitting applications should be the preferred approach, particularly where proposals are complex, so as to assist in mitigating delays, refusal of applications or conditions which may duplicate the permit/licence."

PPW sets out:

• The role of the waste hierarchy as the starting point for considering waste management proposals.

- The statutory role that Natural Resource Wales (NRW) have in the management and regulation of waste and providing expert advice to planning authorities as a part of development plan preparation.
- A requirement to undertake waste planning monitoring.
- A requirement to support the provision and suitable location of a wide ranging and diverse waste infrastructure.
- For all wastes, suitable locations for sustainable waste management development should be identified in development plans as well as criteria by which applications for such developments will be determined, recognising that the most appropriate locations will be those with the least adverse impact on the local population and the environment and with the best potential to contribute to a broad infrastructure framework.
- The need to encourage the recycling and re-use of construction and demolition wastes as well as mineral and industrial wastes.
- The need to make provision for storage and processing of inert materials arising from construction, demolition and maintenance operations by the identification of preferred locations for recycling facilities in development plans. Adding that, on the rare occasion, where suitable sites cannot be identified in development plans,

2.3. Technical Advice Notes

Technical Advice Note (TAN) 21: Waste which was updated in 2017 provides advice about how the land use planning system should contribute to supporting the different types of waste infrastructure which may come forward through a development proposal.

TAN 21 was updated in 2017 through the publication of practice guidance. The supplementary guidance aims to provide planning officers and local authority members with an understanding of the different types of waste infrastructure which may come forward as a development proposal.

Technical Advice Note (TAN) 23: Economic Development recognises that the traditional land use classes B1-B8 must continue to be planned for in a sustainable way, TAN 23 recognises that these only account for part of the activity in the economy and that planning for economic development needs to cater for any economic use of the land where activities generate wealth, jobs and income. The TAN's recognition of the need for larger than local planning affiliation is an important issue.

2.4. Well-being of Future Generations Act (2015)

On 29th April 2015, the Welsh Government signed into law the Well-being of Future Generations (Wales) Act. This legislation aims to improve the economic, social, environmental and cultural well-being of Wales by strengthening institutional governance structures in accordance with Wales 'Sustainable Development Framework.' The legislation places a duty on public bodies to implement sustainable development by incorporating seven well-being goals into their work, as well as outlining the establishment of a Future Generations Commissioner and providing for a range of national indicators.

Sustainable Development (in Wales) is now defined, by the 2015 Act, as meaning: "the process of improving the economic, social, environmental and cultural wellbeing of Wales by taking action,

in accordance with the sustainable development principle, aimed at achieving the well being

in accordance with the sustainable development principle, aimed at achieving the well-being goals".

Of particular relevance is the well-being goal of:

"A prosperous Wales "An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work."

The Planning (Wales) Act 2015 s.2(2) sets out that the planning function must be exercised in accordance with the act for the purpose of ensuring that the development and use of land contribute to improving the economic, social, environmental and cultural well-being of Wales.

2.5. Towards Zero Waste (2010)

Published in 2010, Towards Zero Waste outlines the Welsh Government's strategy to delivering a net zero waste target by 2050. Since publication, Wales has gained further responsibility for more areas of policy relevant to the circular economy. Changes to the national approach to waste management include the use of legal powers by Welsh Government to introduce a charge on single-use carrier bags and to ban microbeads, as well as statutory minimum recycling targets on Local Authorities. Towards Zero Waste has been replaced by Beyond Recycling and despite this change, PPW12 continues to make reference to Towards Zero Waste (para 5.13.4)

2.6. Collections, Infrastructure and Markets Sector Plan (2012)

The Collections, Infrastructure and Markets Sector Plan (CIMSP) describes the waste management framework to provide the best solutions to meet social, economic and environmental needs to 2050. It indicates a move towards the reduction of disposal and recovery options for treating waste in favour of high volume source segregated collection followed by reprocessing as well as preparation for re-use and prevention.

2.7. Beyond Recycling (2021)

In March 2021 Welsh Government published the Beyond Recycling Strategy Document. Beyond Recycling has replaced the Towards Zero Waste Strategy as the most up to date strategy for achieving Welsh Governments target of net zero waste by 2050. Beyond Recycling provides up to date targets; address challenges to achieving targets, including Covid 19; and emphasise the movement towards a circular economy with eight actions identified to fulfil this.

Also in March 2021, the Minister for Environment, Energy and Rural Affairs issued a written statement on Taking Action to make the Circular Economy a Reality. Both Beyond Recycling and the written statement refer to the introduction of an immediate moratorium on any future large-scale (>10MW) energy from waste developments, as the increase in recycling and reduction in waste already seen means that no new large-scale energy from waste infrastructure will be needed to deal with the residual waste generated in Wales. The data on the need for waste facilities is contained in the Strategic Assessment for the Future Need for Energy from Waste Capacity in the Three Economic Regions of Wales (also dated March 2021).

3. Regional Policy

3.1. Mid and South-west Wales Waste Planning Monitoring Report 2022/23

The requirement for waste monitoring is established in Technical Advice Note 21 and is intended to enable both Welsh Government and local planning authorities to take a strategic overview of issues and trends in the waste sector to help inform local development plans and decisions on planning applications for waste. The report for 2022/23 is the most recent Annual Monitoring Report for the region.

Overall, there have been encouraging decreases in the amounts of residual waste since 2016, particularly in Local Authority Collected Waste (LACW) although there was a small increase in overall residual waste during the reporting period, although it remains below the anticipated arisings identified in the CIMSP. Whilst this is positive, 35% oof residual waste was still sent to landfill in 2021/22. Without further consideration of "other recovery" facilities across the region, there is uncertainty if the 2025 goal of as close to zero landfill as possible (Towards Zero Waste, 2010) can be achieved.

Chapter 7 covers Local Development Plan policies and monitoring across the region, outlining a need for all waste management policies in the region to changes to the national context, including the most up to date editions of Technical Advice Note 21 and PPW.

The report identifies that there has been an improvement in the situation in relation to landfill capacity for residual waste. The CIMSP predicted there would be no void space by 2020/21. There has been an improvement on this situation and the report identifies that landfill capacity equates to 5.5 years. This is above the five year trigger threshold as required in TAN21, but sufficiently close that monitoring should be continued and as appropriate, preliminary discussions carried out with a range of stakeholders including Welsh Government, Natural Resources Wales and the Waste industry, to ensure that facilities to cater for the region's remaining residual waste are in place.. Any proposals for further residual waste treatment need to be carefully assessed given the Towards Zero Waste target of 2025 to cease sending waste to landfill.

3.2. Powys Waste Strategy (2014/15)

The Powys Waste Strategy sets out the objectives, action plans and monitoring programme to ensure all elements linked to improved recycling are strategically driven and robustly monitored. A land-use based action includes the provision of new facilities such as Household Waste Recycling Centres.

Powys has collected residual waste three-weekly since November 2015. As of November 2021, a new contract has ensured that all material now goes to Energy from Waste (EfW) via Potters Waste Management, primarily to Hooton Bio Power Ltd's plant in Merseyside, and Parc Adfer in Deeside. No kerbside, commercial, street cleansing (including fly-tipped material), or bulky collection waste now goes to landfill, except in an emergency situation.

As Welsh Government strategies such as Beyond Recycling (2021) set the national context, the Powys Waste Strategy has been reviewed. Consequently, the Council is preparing an updated Waste and Recycling Strategy scheduled for publication during 2025.

4. Cross Border Issues

The Management of waste has traditionally relied upon cross border collaboration between authorities and it is anticipated that this will continue. The Waste industry has an important contribution to make towards the economic development of the country, and so the objectives set out within TAN 23 are particularly relevant. As highlighted by the Waste Planning Monitoring Report (2021-22) and, and previous WPMRs, waste is an industry that lends itself well to cross-boundary working, and so the encouragement of regional working set out in TAN 23 has particular relevance to this field.

5. Assessment and Recommendations

Minimal changes to the adopted policy are required. However to take account of the changes national legislation and provide clarity in wording, small changes could be made to more closely align the policy to the tiers of the waste hierarchy, to maintain support for additional facilities where a need arises in line with the proximity principle and to support the storage and collection of waste on new developments.

Further engagement will be undertaken with NRW as the plan progresses to ensure that wording of waste management policies is sufficient and up to date.

The following section assesses the Adopted LDP policies and makes recommendations

5.1 Powys Adopted LDP Waste Policy Approach

The plan contains the following policies related to waste (full policy wording is shewn in Appendix 1):

Policy W1 Location of Waste Development – topic-based policy based on the waste hierarchy, supporting proposals on employment sites identified in Policies E1 and E4, and, where these sites are not suitable, permitting proposals within the development boundaries of Towns and Large Villages. Strictly controlling new waste management facilities in open countryside subject to certain criteria.

Policy W2 Waste Management Proposals – topic-based policy permitting waste management proposals where supported by a Waste Planning Assessment and subject to certain criteria.

Policy E1 Employment Proposals on Allocated Employment Sites – identifies certain employment allocations that would be suitable for waste uses through Policy W1.

Policy E4 Safeguarded Employment Sites – identifies certain existing safeguarded employment sites suitable for waste uses through Policy W1.

Policy DM13 Design and Resources (criterion 13 iv.) – development management criteria-based policy requiring developments to demonstrate a sustainable and efficient use of resources by including measures to achieve waste reduction.

Policy DM15 Waste within Developments - development management policy containing two criteria - the first around minimising waste production and managing waste materials in a sustainable way, in accordance with the waste hierarchy, and the second around making provision for storage, collection and recycling of waste materials.

The policy framework aligns with national policy due to the policies being drafted after the publication of the Welsh Government Strategy "Towards Zero Waste - the Waste Strategy for Wales" (2010) and takes into consideration the 'waste hierarchy'. In March 2021, the Welsh Government published "Beyond Recycling – A strategy to make the circular economy in Wales a reality" followed by the "Strategic Assessment for the future need for energy from waste capacity in the three economic regions of Wales". The waste policies will be reconsidered to reflect the growing emphasis on minimising waste and the circular economy, PPW (Edition 12), local and regional priorities and strategies and any updated evidence.

5.2. Monitoring

The monitoring indicators and triggers will need to be considered as part of the preparation of the Replacement LDP. With regards to monitoring of waste policies in Powys, it is noted some review of waste policies may be needed, as:

"It has been noted that LDP Policy DM15, which concerns the management of waste within developments, has not been implemented as widely as intended, discussions will take place...to address the matter"

This matter will need to be kept under review and the monitoring amended if necessary.

5.3. Draft Strategic Policy for Replacement Local Development Plan

It is recommended that a Strategic Policy to inform waste management is included in the emerging RLDP.

The following Strategic Policy wording is proposed:

Strategic Policy - Waste Management

To facilitate the delivery of sustainable management of waste, provision will be made to:

- Ensure that proposals conform to the principles of the waste hierarchy supporting those that move waste up the hierarchy.
- Support an integrated and adequate network of waste management facilities on land appropriate for waste management facilities.
- Support the circular economy by encouraging the minimisation of the production of waste and the use of reused and recycled materials in the design, construction and demolition stages of development.

• Ensure that provision is made for the sustainable management, sorting, storage and collection of waste in all new development, including securing opportunities to minimise waste production.

Appendix 1 - Polices in the Powys Adopted Local Development Plan 2011-2026

Policy W1 – Location of Waste Development

Proposals for the management of waste which accord with the waste hierarchy will be supported on employment sites identified in Policies E1 and E4. Where it can be demonstrated that the identified sites are not suitable for the proposed use, development proposals will be permitted within the defined development boundaries of Towns and Large Villages in accordance with Policy E2.

Proposals for new waste management facilities in the open countryside, will be strictly controlled and will only be permitted where:

- 1. The proposal seeks to sustainably manage waste arising entirely within the boundaries of an operational site; or
- 2. The proposal seeks to sustainably manage wastes arising from a specific development(s) in the immediate locality for a temporary period; or
- 3. The proposal is for the recovery or disposal of non-hazardous wastes and it would meet an identified need at the regional level; or
- 4. The proposal is for the recovery or disposal of inert waste and its use is necessary to address issues of instability, landscape, flood risk, safety or to facilitate an appropriate end use; or
- 5. The proposal would meet a local need, and would reflect the priority order of the waste hierarchy.

Policy W2 - Waste Management Proposals

Development proposals for waste management will be permitted where they are supported by a Waste Planning Assessment and where they meet the following criteria:

- 1. The proposal minimises the need to transport waste by road, taking into account the proximity principle.
- 2. The highway network is suitable for use by heavy goods vehicles or can be improved to accommodate such vehicles.
- 3. There would be no adverse impact on amenity, human health or the environment due to noise, dust, odour or air quality.
- 4. There would be no adverse impact on surface water or groundwater.
- 5. There would be no adverse impact on features of ecological or built heritage interest.
- 6. There would be no adverse landscape impacts and any visual impact of the development is minimised through sensitive location and the use of landscaping.
- 7. Where facilities are proposed in built up areas they will generally be supported where wastes are managed within a building.
- 8. There is an identified end user where the proposal would involve the production of waste heat: and
- 9. Provision is made for restoration and aftercare of the site upon its cessation.

Policy E1 - Employment Proposals on Allocated Employment Sites

Proposals for B1, B2 and B8 employment development will be permitted on the following allocated employment sites where they comply with the category of the site and permitted uses of the site:

Site Name	Location	Size of Employment Development Area (ha.)	Category	Site Allocation Ref. No.
Ystradgynlais Woodlands Business Park	Ystradgynlais	2.31	High Quality	P58 EA1
2.31 ha. Central Powys Wyeside Enterprise	Builth Wells	1.2	High Quality	P08 EA1 / P08 EC1
Park Heart of Wales Business Park	Llandrindod Wells	3.9	Prestige	P28 EA1
Broadaxe Business Park	Presteigne	2.4	Local	P51 EA1
* Brynberth Enterprise Park * 11.2 ha.	Rhayader	3.7	Local	P52 EA1
Severn Valley &	North			
Parc Busnes Derwen Fawr *	Llanidloes	1.2	High Quality	P35 EA1
Parc Hafren *	Llanidloes	1.7	Local	P35 EA2 / P35 EC1
Llanidloes Road *	Newtown	2	High Quality	P48 EA1
Abermule Business Park *	Abermule	2.6	High Quality/Local	P02 EA1
Churchstoke * Buttington Cross Enterprise Park	Churchstoke Welshpool	1.28 1.5	Local Prestige	P12 EA1 P57 EC1
Buttington Quarry *	Trewern	6	Local	P59 EA1
Offa's Dyke Business Park	Welshpool	7.3	Prestige	P60 EC1
Four Crosses *	Four Crosses	0.5	Local	P18 EA1

24.08 ha. Machynlleth Treowain Enterprise Park * 1.7 ha.	Machynlleth	1.7	High Quality	P42 EA1	
Total			39.29 ha.		

* Suitable for waste uses through Policy W1

Where appropriate other employment and ancillary uses will be permitted on allocated employment sites where the proposed development complements and enhances the site's role as identified in the Employment Site Allocation table.

Policy E4 - Safeguarded Employment Sites

In order to protect the function of existing employment areas, uses on sites in Policy E1 and on the following sites will be restricted in accordance with Policy DM16:

Settlement	Site	Site Ref. No.
Builth Wells &	Irfon Enterprise Park	P08 ES1
Llanelwedd	Wyeside Enterprise Park *	P08 ES2
Knighton	Knighton Enterprise Park	P24 ES1
Llandrindod Wells	Ddole Road Industrial Estate *	P28 ES1
	Heart of Wales Business Park	P28 ES2
Machynlleth	Dyfi Eco Park *	P42 ES1
	Treowain Enterprise Park *	P42 ES2
Newtown	Dyffryn Enterprise Park *	P48 ES1
	Mochdre Enterprise Park *	P48 ES2
	Vastre Enterprise Park *	P48 ES3
	St. Giles Technology Park	P48 ES4
Llanidloes	Parc Hafren *	P35 ES1
	Parc Busnes Derwen Fawr *	P35 ES2
Presteigne	Presteigne Industrial Estate *	P51 ES1
	Broadaxe Business Park *	P51 ES2
Rhayader	East Street Enterprise Park	P52 ES1
	Brynberth Enterprise Park *	P52 ES2
Three Cocks	Three Cocks Industrial Estate *	P53 ES1
	Javel Industrial Estate *	P53 ES2
Welshpool	Severn Farm Enterprise Park *	P57 ES1
	Henfaes Lane *	P57 ES2
	Buttington Cross Enterprise Park	P57 ES3

	Offa's Dyke Business Park	P60 ES1
Llanfyllin	Llanfyllin Industrial Estate *	P32 ES1
Four Crosses	Four Crosses *	P18 ES1
Ystradgynlais	Cae'r-bont Enterprise Park *	P58 ES1
	Ynyscedwyn Industrial Estate *	P58 ES2
	Ystradgynlais Workshops	P58 ES3
	Gurnos Industrial Estate *	P58 ES4
	Woodlands Business Park *	P58 ES5

^{*} Suitable for waste uses through Policy W1

Policy DM13 - Design and Resources

Development proposals must be able to demonstrate a good quality design and shall have regard to the qualities and amenity of the surrounding area, local infrastructure and resources.

Proposals will only be permitted where all of the following criteria, where relevant, are satisfied:

- 1. Development has been designed to complement and/or enhance the character of the surrounding area in terms of siting, appearance, integration, scale, height, massing, and design detailing.
- 2. The development contributes towards the preservation of local distinctiveness and sense of place.
- 3. Any development within or affecting the setting and/or significant views into and out of a Conservation Area has been designed in accordance with any relevant adopted Conservation Area Character Appraisals and Conservation Area Management Plans, or any other relevant detailed assessment or guidance adopted by the Council.
- 4. The development does not have an unacceptable adverse impact on existing and established tourism assets and attractions.
- 5. The layout of development creates attractive, safe places, supporting community safety and crime prevention.
- 6. It contains an appropriate mix of development that responds to local need, includes a flexibility in design to allow changes in use of subsequent buildings and spaces as requirements and circumstances change.
- 7. It is inclusive to all, making full provision for people with disabilities.
- 8. It incorporates adequate amenity land, together with appropriate landscaping and planting.
- 9. The public rights of way network or other recreation assets listed in Policy SP7 (3) are enhanced and integrated within the layout of the development proposal; or appropriate mitigation measures are put in place where necessary.

10. The development has been designed and located to minimise the impacts on the transport network - journey times, resilience and efficient operation - whilst ensuring that highway safety for all transport users is not detrimentally impacted upon.

Development proposals should meet all highway access requirements, (for all transport users), vehicular parking standards and demonstrate that the strategic and local highway network can absorb the traffic impacts of the development without adversely affecting the safe and efficient flow of traffic on the network or that traffic impacts can be managed to acceptable levels to reduce and mitigate any adverse impacts from the development.

- 11. The amenities enjoyed by the occupants or users of nearby or proposed properties shall not be unacceptably affected by levels of noise, dust, air pollution, litter, odour, hours of operation, overlooking or any other planning matter.
- 12. Adequate utility services exist or will be provided readily and timely without unacceptable adverse effect on the surrounding environment and communities.
- 13. It demonstrates a sustainable and efficient use of resources by including measures to achieve:
 - i. Energy conservation and efficiency.
 - ii. The supply of electricity and heat from renewable sources.
 - iii. Water conservation and efficiency.
 - iv. Waste reduction.
 - v. The protection, where possible, of soils, especially important carbon sinks such as thick peat deposits.
- 14. Investigations have been undertaken into the technical feasibility and financial viability of community and/or district heating networks wherever the development proposal's Heat Demand Density exceeds 3MW/km².

Policy DM15 - Waste within Developments

Development proposals shall demonstrate:

- 1. How the production of waste will be minimised during all stages of the development and how the waste materials that do arise will be managed in a sustainable way, in accordance with the waste hierarchy; and
- 2. That adequate provision has been made in the design of the development for the storage and collection, composting and recycling of waste materials.