

LDDP2 **Ceredigion**

Replacement Local Development Plan

2018 - 2033

**Topic Paper: Waste
Update for Preferred Strategy 2019**



Cyngor Sir
CEREDIGION
County Council

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Note for Reader

The update Topic Papers for the Local Development Plan (LDP) Deposit were published at the same time (December 2010) and are still available on the Council website or in paper copy by request.

The purpose of this Topic Paper Update is predominantly to demonstrate whether, since the Deposit of the LDP was published and subsequently the LDP adopted in April 2013, there has been any change in; relevant guidance, policies or strategies; information and evidence; or issues highlighted through the Annual Monitoring Report (AMR) or appeals; that suggests the issues addressed in the adopted LDP have changed or are not fully being addressed by the policies.

Each topic paper will provide a summary table of any issues raised since the Deposit and whether these trigger the need for further investigation as to whether a change is required as part of the LDP review, or further explanation as to why a change is not required. If there is further discussion required this will be incorporated within the update paper.

1. Introduction

- 1.1.1 The Waste Topic Paper (December 2011) discussed how Waste is a key public policy aim of achieving social, environmental and economic sustainability and how this can be secured through the LDP. It considered the policy constraints, guidance and best practice that constrain the deliberations of the LDP.
- 1.1.2 The Assembly considers waste to be one of the most important and challenging environmental issues facing society today. It is committed to making Wales a model for sustainable waste management, with the long-term aspiration that Wales becomes a zero waste society. This will require a commitment and input from all sectors of society to reduce the level of waste entering the waste stream, and will require a range of technologies and waste management facilities to ensure that the waste that is generated can be dealt with effectively in accordance with the waste hierarchy.

2. Background

- 2.1.1 The waste streams that together make up controlled waste are
- Local Authority Collected Waste (LACW),
 - Industrial & Commercial Waste (I&C),
 - Construction & Demolition Waste (C&D),
 - Agricultural Waste and
 - Hazardous waste
- 2.1.2 LACW makes up the largest share of waste generated in Ceredigion. Total Local Authority Collected Waste (LACW) arisings in Ceredigion for 2016-17 were 38,115 tonnes of which 70.1 % was re-used, recycled or composted and 12.25% was landfilled (44.8% of the Landfill Allowance).
- 2.1.3 Food waste is separately collected weekly. The food waste is treated by AD under a contract with Agrivert Ltd (procured regionally by the Central Wales Waste Partnership). The contract term with Agrivert is until 2027. The material goes to Agrivert's regional Anaerobic Digester facility at Stormy Down, Bridgend.

- 2.1.4 **Residual waste is collected fortnightly. The residual waste is treated under a contract with LAS Waste, Lampeter which runs until March 2022.** Although consultation is ongoing about reverting to a 3 weekly schedule and introducing a glass collection. Long term options are being explored through a collaborative arrangement with Local Authorities in South West and Central Wales.
- 2.1.5 Kerbside recycling is offered to 100% of households and commercial customers. Dry recycling (paper, card, cans and plastic) is collected weekly co-mingled in sacks and sorted at the CWM MRF in Carmarthenshire. Garden waste is collected on request (at most fortnightly) and this service is chargeable.
- 2.1.6 Four Household Waste Sites offer recycling facilities for a wide range of material types – Cilmaenllwyd, Rhydeinon, Glanyrafon and Lampeter.
- 2.1.7 The County is primarily rural with very little industry and therefore very little Industrial and Commercial waste (I&C). Construction, Demolition and Excavation sources are also minimal and scattered over a wide area. Most of the waste arising from the LA's highways and Council related engineering schemes is recycled and re-used. Comparatively little Hazardous waste is generated (e.g. 1988 tonnes in 2016 - South West Wales Region Waste Planning Monitoring Report 2018) and most of this comprises household items including fridges, fluorescent lights and CRT TVs. Ceredigion is predominantly agricultural but there is very little data on agricultural waste.

3. Update table

3.1.1 The table below provides a summary of changes that have occurred or issues that have been raised in relation to Waste. These may be from changes in/new Policies, Strategies etc., changes in/new evidence or information or issues raised in the AMR or appeals.

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
AMR Reports	Performance of AMR Indicators Sustainability Objectives 3a	2014 2015 and 2016	None required.	SA Objectives 3a – Total tonnage of Municipal waste and Performance against: Local Authority Recycling Targets (LART) i.e. minimum levels to be achieved for preparing for re-use and recycling/composting (or Anaerobic Digestion (AD)) in respect of municipal waste (expressed as a percentage). Target currently set at 58% (rising to 64% by 2019/20). This indicator has been assessed as positive.	No.
Well-being of Future Generations	Welsh Government	April 2015	None required.	In brief, this Act requires that all projects, policies and plans consider economic, social, environmental and cultural well-being of Wales in a way that accords with	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
(Wales) Act 2015				<p>the sustainable development principle.</p> <p>The Act puts in place 7 wellbeing goals:</p> <ul style="list-style-type: none"> • A globally responsible wales • A prosperous Wales • A resilient Wales • A healthier Wales • A more equal Wales • A Wales of cohesive communities • A Wales of vibrant culture and thriving Welsh Language <p>The goals most relevant to waste are:</p> <p>(i) a globally responsible Wales - Towards Zero Waste (TZW) enshrines the principles of sustainability. The One Planet 2050 resource-use goal in TZW is consistent with this goal;</p> <p>(ii) a Prosperous Wales – The TZW strategy treats</p>	

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				<p>waste as a valuable resource and envisages economic growth through the implementation of the waste hierarchy, providing green growth in terms of new jobs and training opportunities in waste prevention, re-use, recycling and energy recovery;</p> <p>(iii) a Resilient Wales – TZW, drives for increased resource efficiency through re-use and recycling, making Wales more resilient to future resource security issues; and</p> <p>(iv) a Healthier Wales – The protection of the environment and human health are central to the EU Waste Framework Directive (2008/98/EC) and enshrined in TZW. TAN:21 Waste confirms that land-use planning should help to minimise the impact of waste management on the environment and human</p>	

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				health through the appropriate location and type of facilities. The LDP waste policies are aligned to these goals.	
Planning (Wales) Act 2015	Welsh Government	July 2015	None required.	The Act sets out a series of legislative changes to deliver reform of the planning system in Wales, to ensure that it is fair, resilient and enables development. The act is complemented by existing and proposed changes to secondary legislation, policy and guidance. It keys in with the Well-Being and Environment Act, linking how we must manage the use of our land alongside the management of natural resources.	No
Environment (Wales) Act 2016	Welsh Government	March 2016	None required.	The act puts in place the legislation needed to plan and manage Wales' natural resources in a more proactive, sustainable and joined up way. It enables us to: <ul style="list-style-type: none"> Approach environmental challenges presented and focus on the opportunities our resources 	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				<p>provide;</p> <ul style="list-style-type: none"> • Establish statutory emission reduction targets and carbon budgeting to support their delivery; • Improve waste management processes; and • Clarify the law for environmental regulatory regimes including shellfisheries management, marine licencing, flood risk management and land drainage. <p>It contains a number of new legislative provisions aimed at increasing the recycling of industrial and commercial waste, which will help deliver some of the TZW targets for these sectors and make a major contribution towards a circular economy and green growth.</p> <p>This Act provides Welsh Ministers with the powers to:</p> <p>Require non-domestic waste producers to segregate recyclable waste for collection; Require waste collectors</p>	

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
				<p>to collect certain wastes by means of separate collection; Introduce landfill and energy from waste bans for recyclable materials; and ban the disposal of food waste to sewer from non-domestic premises.</p> <p>These are all consistent with TZW and the LDP Waste policies.</p>	
The Waste (England and Wales) (Amendment) Regulations 2012	UK Government	2012	None required.	<p>This piece of legislation updates the 2011 Regulations to reflect the new waste policy context, objectives and targets, clarify the role of development plans and plan preparation in identifying suitable locations for waste infrastructure, reducing waste and increasing recycling in new buildings and stresses that waste is a valuable resource.</p> <p>All these align with TZW and LDP Waste Policies.</p>	No
The Town and	Welsh	September	None	One of the things this Order does is to amend Parts 6	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
Country Planning (General Permitted Development) (Amendment) (Wales) (No.2) Order 2012	Government	2012	Required.	<p>(agricultural buildings and operations) and 7 (forestry buildings and operations) of Schedule 2 to the GPDO to clarify that permitted development rights apply to buildings on agricultural or forestry land to house microgeneration equipment, and in particular to house hydro-turbines, to house biomass boilers and anaerobic digestion systems, and to store associated fuel and waste as long as the fuel or waste is produced on the agricultural or forestry land or by the boiler or system.</p> <p>As a result of this amendment there are circumstances now where farm-scale AD facilities can be erected on agricultural land to serve the farm under the Determination procedure i.e. without the need to submit a full planning application.</p> <p>AD facilities can make a significant contribution to moving</p>	

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
				the management of farm waste up the waste hierarchy in line with TZW.	
Planning Policy Wales Edition 10 (PPW10)	Welsh Government	2018	None Required.	It has not introduced any significant change in WG policy in relation to waste management.	No.
Technical Advice Note (TAN) 21: Waste	Welsh Government	2014	None required.	This TAN supersedes TAN21: Waste (2001). It provides guidance on the role of land use planning in the management and control of waste, explains the interactions between the national waste strategy, CIM Sector Plan and national planning policy; and it provides advice on the framework and principles for waste management in the planning system, strategic planning for waste, waste planning assessments and detailed planning considerations in this process. It also requires each of the three regions in Wales (North,	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				<p>South East and South West (which includes Ceredigion) to prepare an annual monitoring report (AMR) for waste in order to monitor the region's waste arisings, recovery and disposal and in order to make forecasts of future arisings. These can be used as evidence to support development plans and planning decisions.</p> <p>It also introduces a requirement to maintain a minimum amount of landfill capacity in each region (North, South West and South East) relative to a trigger point. The trigger point is a landfill void availability of more than 7 years at current rates of tipping. Hitting the trigger will result in a site search and selection process for the region to identify suitable locations for landfill.</p> <p>The new version of the Waste TAN brings it into line with the National Waste Strategy, to which the LDP is already</p>	

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				closely aligned. Carmarthenshire County Council has taken responsibility for the production of the monitoring reports for the South West Wales region. An Interim Report has been produced that bridges the gap since the publication of the Regional Waste (RWP) 1 st Review 2008, and an AMR Report has been produced for 2017. Nothing in TAN21: Waste (2014) conflicts with the LDP Policies on Waste.	
TAN12: Design:	Welsh Government	March 2016	None required	Relevant to waste because it indicates inter alia that good design involves minimising the creation of waste, includes design solutions that address how waste will be minimised and dealt with during and after construction (re-use and disposal), including the provision of appropriate facilities for sorting, storing and recycling of waste in buildings; and the adoption of construction processes that avoid or reduce waste.	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
				The LDP is aligned to this.	
TZW Construction and Demolition Sector Plan	Welsh Government	November 2012	None required	<p>The Construction and Demolition (C & D) Sector Plan covers all waste produced during construction, civil engineering and demolition projects and aims to prevent and reduce waste and increase recycling from businesses in this sector.</p> <p>This forms part of an overall strategy to reduce waste and manage any waste arising in accordance with the waste hierarchy, which the LDP is already aligned to.</p>	No
TZW Industrial & Commercial Sector Plan	Welsh Government	December 2013	None required	<p>The Industrial and Commercial (I&C) Sector Plan focuses on commercial waste arising from any premises which are used wholly or mainly for trade, business, sport recreation or entertainment (excluding household) and industrial waste arising from any factory and from any premises occupied by an industry (excluding mines and quarries).</p> <p>This forms part of an overall strategy to reduce waste and</p>	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/ Year)	Action	Further comments	Review Topic Paper Required?
				manage any waste arising in accordance with the waste hierarchy, which the LDP is already aligned to.	
The South West Wales Region Waste Planning Monitoring Report (WPMR) 2018	Regional Waste Monitoring Reports (As required by TAN21: Waste)	March 2018	None required	<p>This covers the period 2016/17. Information on the region's waste management / resource recovery facilities is required in order to monitor implementation of 'Towards Zero Waste' (TZW, 2010), both in terms of the facilities that are being planned for in local authority development plans and in terms of the facilities that are currently operating.</p> <p>The report indicates that Ceredigion is already achieving the recycling, composting target of 70% set for 2024/25 and is only using approximately 45% of its Landfill Allowance.</p> <p>Food waste and residual waste contracts are in place.</p>	No

Review Issue / Proposed Change	Source / Trigger	Date (Month/Year)	Action	Further comments	Review Topic Paper Required?
				The Report identifies that the allocated site at Glanyrafon is no longer required as a potential regional scale facility.	

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4. Planning Policy Context

Planning Policy Wales – Edition 10 – December 2018 (PPW10)

- 4.1.1 One of the National Sustainable Place-making outcomes set out in PPW10 is making the best use of natural resources and preventing waste.
- 4.1.2 PPW10 states that good design promotes environmental sustainability and contributes to the achievement of the well-being goals. It encourages, amongst other things, the efficient use of other resources and preventing the generation of waste and pollution.
- 4.1.3 Promoting the best choice of materials and efficiency of use will often go hand in hand. The use of fewer resources in the first place will help to avoid the creation of waste which cannot be effectively reused and waste prevention is key to the efficient use of natural resources.
- 4.1.4 PPW10 encourages opportunities to reduce or recycle waste as part of the design, construction and operation of new buildings to be identified when proposing plan strategies and policies, including any specific allocations, and at an early stage when designing development proposals.
- 4.1.5 Understanding and identifying the specific characteristics of a circular economy (keeping resources in use for as long as possible) as far as this relates to planning will include early consideration in the preparation of development plans and when designing development proposals of the following:
- promoting the use of existing buildings wherever possible;
 - designing out waste by using materials which are or can be remanufactured, refurbished, disassembled and recycled or can be deconstructed and reused;
 - designing out waste through appropriate site selection and treatment;
 - encouraging a more adaptable and durable approach to building design using design choices which mean buildings are adaptable during their lifetime (as well as at the end of their use);

- designing in reused materials and elements, such as recycled and secondary materials; and
 - recognising synergies and the multiple economic, environmental, social and cultural benefits which can be gained through appropriate materials choices.
- 4.1.6 PPW10 requires planning authorities to consider both design choices and site selection and treatment as part of assessing development proposals and encourage a shift towards embedding circularity in the flow of materials. Measures which prevent waste arising include reducing the quantity of wastes produced, the reuse of products, extension of the lifespan of products and considering how materials within a site can be incorporated into new development. Where waste is produced it should be kept separate for reuse or recycling. All opportunities should be explored to incorporate re-used or recyclable materials or products into new buildings or structures.
- 4.1.7 Construction sites inevitably require a degree of cut and fill engineering operations. Minimising the level of earthwork cut and fill volumes not only reduces waste but also protects soils, reduces energy consumption and reduces transport movements to and from a site. Ultimately it also reduces materials being sent to landfill and makes sustainable use of a finite resource. This guidance is reflected in LDP policy LU32 which the Council proposes to take forward into LDP2 with some amendments.
- 4.1.8 PPW10 states that as part of site treatment, the cut and fill balance of materials excavated should be assessed so as to avoid the creation of waste which cannot be effectively re-used. Developers should design proposals to achieve an earthwork balance by submitting a natural material management plan as part of development proposals which seeks to minimise cut and fill or which may provide for remediation of land elsewhere in the area. It is proposed to amend policy LU32 to reflect this requirement.
- 4.1.9 Where the generation of waste is unavoidable, reuse and recycling of material available locally should be encouraged in line with the proximity principle. Where appropriate, development plans should encourage the

reuse and recycling of secondary aggregates, construction, demolition and excavation waste and other appropriate recycled materials.

- 4.1.10 Planning authorities should encourage innovative approaches to recycling, particularly those which bring multiple benefits such as reducing energy costs and associated emissions. This may include encouraging the practice of on-site recycling on minerals sites, taking proper account of all likely costs and benefits, support for 'urban quarries' and the recycling of construction and demolition waste in conjunction with other suitable uses, such as within builder's merchant yards.
- 4.1.11 PPW states that planning authorities must support the provision and suitable location of a wide ranging and diverse waste infrastructure which includes facilities for the recovery of mixed municipal waste and may include disposal facilities for any residual waste which cannot be dealt with higher up the waste hierarchy. The extent to which a proposal demonstrates a contribution to the waste management objectives, policy, targets and assessments contained in national waste policy will be a material planning consideration.
- 4.1.12 The 'Nearest Appropriate Installation' concept and the principle of self-sufficiency is applicable in relation to wastes covered by Article 16 of the revised Waste Framework Directive (mixed municipal waste collected from private households, including where such collection also covers such waste from other producers) and should guide the provision of an integrated and adequate network for the treatment of such wastes. The network should include all necessary supporting facilities such as waste transfer stations and processing facilities.
- 4.1.13 The waste hierarchy provides the key starting point for all types of waste management proposals. However, consideration of the hierarchy should be set against the wider social, economic, environmental and cultural factors which are relevant in any given case. Waste prevention and approaches towards encouraging reuse and recycling should be considered at an early stage as part of materials choices and design.

- 4.1.14 The Welsh Government's policy for waste management is contained in Towards Zero Waste and associated sector plans. Planning authorities should, in principle, be supportive of facilities which fit with the aspirations of these documents and in doing so reflect the priority order of the waste hierarchy as far as possible.
- 4.1.15 The Collections, Infrastructure and Markets (CIM) Sector Plan 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.
- 4.1.16 PPW10 requires development plans to demonstrate how national waste policy, and in particular the CIM Sector Plan, along with any updated position adopted in the waste planning monitoring reports and any other form of waste management priorities relevant to its local area have been taken into account.
- 4.1.17 To support the waste hierarchy it will be important that planning authorities at the very least monitor progress towards the provision of an integrated and adequate network of waste disposal installations and of installations for the recovery of mixed municipal waste and similar wastes from commercial and industrial sectors as well as private households. For this reason, regional monitoring arrangements have been put in place to ensure an up to date position is available to inform decision making. Ceredigion falls within the South West Wales Region for monitoring purposes.
- 4.1.18 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. Collaboration and joint working may be necessary to respond strategically to the requirement

identified as part of waste monitoring. Individual authorities should not, however, exclude provision for waste or other potentially polluting projects or prohibit all applications to set them up. They should make realistic provision for certain types of industry or facility that may be detrimental to amenity or conservation interests, or a potential source of pollution. Effective engagement with the waste management industry and local authority waste managers and consortia will be a necessary component of waste planning.

4.1.19 As part of development plan preparation planning authorities should encourage the recycling and re-use of construction and demolition wastes as well as mineral and industrial wastes. Every planning authority should, either independently or with its neighbours, 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. On the rare occasion, where suitable sites cannot be identified in development plans, then clear criteria should be set out to assess planning applications for recycling sites. LDP policy LU31 sets out relevant criteria and it is proposed to take the policy forward into LDP2 with only minor changes.

4.1.20 Proposals aimed at preparation for reuse and reuse facilities should be supported by planning authorities, taking into account factors associated with the deposit and collection of goods, the nature of the repairs, maintenance and treatment, the need to ensure satisfactory transport and accessibility for the deposit and collection of goods and any potential environmental and amenity implications.

Towards Zero Waste - One Wales One Planet, 2010

4.1.21 Towards Zero Waste: One Wales One Planet is the Welsh Governments overarching waste strategy document for Wales. It details high level outcomes, policies and targets, and forms part of a suite of documents that together comprise the national waste management plan for Wales. It sets out a long-term framework for resource efficiency and waste management up to 2050 and outlines the actions we must all take if we are to reach the

ambition of becoming a high recycling nation by 2025 and a zero waste, one-planet nation by 2050.

- 4.1.22 The outcomes that the strategy seeks to achieve are a sustainable environment, a prosperous society and a fair and just society.
- 4.1.23 By 2025, the aim is that there will be a significant reduction in waste (27% of 2007 levels), and any waste that is produced will be managed in a way that makes the most of our valuable resources. This means maximising recycling and minimising the amount of residual waste produced, and achieving as close to zero landfill as possible. In order to achieve the one planet goal for 2050 we will need to reduce our waste arisings by around 1.5% (of the 2007 baseline) each year across all sectors.
- 4.1.24 By 2025 all waste sectors in Wales are required to recycle a minimum of 70% of their waste, with a maximum of 30% of municipal waste used in Energy from Waste facilities (EfW) and a maximum 5% of Municipal waste sent to landfill. The targets became enshrined in law in relation to 'municipal waste' from April 2012 under the provisions of the Waste (Wales) Measure 2010.
- 4.1.25 Achieving these targets will also deliver on the EU landfill diversion targets set out in the Landfill Directive (EU Waste to Landfill Directive (99/31/EC), to reduce the amount of Biodegradable Municipal Waste (BMW) sent to landfill to at least 35% of 1995 levels by 2019/20.
- 4.1.26 Targets for reuse, recycling and landfill reduction of Commercial and Industrial Waste for 2019/20 are set at 67% and for 2024/25 are 70%.
- 4.1.27 The Construction and Demolition Waste target for 2019/20 a minimum of 90% by weight and 75% reduction on the amount of C&D waste produced in Wales that was landfilled in the 2007 baseline. The revised Waste Framework Directive target for C&D waste is 70% by 2020 so the TZW target is higher.

4.1.28 Minimum levels of preparing for reuse and recycling/composting (or AD) for LACW waste are 64% for 2019/20 and 70% by 2024/25. This is higher than the revised Waste Framework Directive target which requires that the preparing for reuse and the recycling of waste materials such as at least paper, metal, plastic and glass from households (and waste streams that are similar to waste from households) shall be increased to a minimum of 50% by weight by 2020.

4.1.29 The Strategy set out in TZW is implemented through the development of Sector plans, which describe the role of the sector, the Welsh Government and others in delivering the outcomes, targets and policies in Towards Zero Waste. The Sector Plans produced to date are:

- Collection, infrastructure and Markets Sector Plan
- Municipal Waste Sector Plan
- Food, manufacture, service and retail Sector Plan
- Construction and Demolition Sector Plan
- Commercial and Industrial Sector Plan

Planning Policy Wales Technical Advice Note 21 Waste, February 2014 (TAN 21)

4.1.30 TAN 21 provides advice on how the land use planning system should contribute towards sustainable waste management and resource efficiency, reflecting the new waste management drivers at a European Union and Wales level.

4.1.31 It describes the approach to facilitate the introduction of an Integrated and Adequate network of facilities for the recovery of mixed municipal waste contributing to a sustainable land-use planning framework for waste management in Wales. It sets out what is expected of LPAs in preparing their development plans; including a requirement to indicate suitable locations or types of location that may be acceptable for waste facilities to ensure that the right facilities are in place at the right time. It also sets out the principles of protection of human health and the environment, proximity (nearest appropriate installation) and self-sufficiency as well as re-enforcing the principle of the waste hierarchy.

- 4.1.32 Welsh Government considers that achievement of the goals set out in TZW will require regional collaboration. Monitoring arrangements have therefore been set up for Wales – north, south-east and south west. As stated above Ceredigion falls within the South West Region. Each region is tasked with producing a Waste Monitoring Report annually which will provide up-to-date data at a regional level which will inform treatment capacity requirements and landfill void space.
- 4.1.33 Advances in technology and the introduction of new legislation, policies and practices mean that many modern in-building facilities externally appear similar to any other industrial building and internally contain industrial processes or energy generation that may be no different to other modern industrial activities in terms of their operation or impact. For this reason, many general employment sites and major industrial areas are likely to be suitable locations for waste facilities but this will depend on a variety of local factors, including the nature of existing users and the strategy adopted for particular employment sites.
- 4.1.34 Where necessary criteria based policies may be used to identify what types of facility may be acceptable as part of a specific allocation or as part of indicating which employment sites may be suitable for waste uses. It is expected that facilities for recycling and remanufacture can be appropriately accommodated on many general employment sites, providing suitable access and transportation is available, however there may be site specific reasons for these being located elsewhere. The take up of sites by waste management users should be monitored as part of annual monitoring of local development plans and will provide useful evidence on trends and activities in an area.
- 4.1.35 LDP policy LU31 reflects the guidance in TAN21 and it is proposed to carry the policy forward to LDP2 with only minor changes.

South West Wales Region - Waste Planning Monitoring Report 2018

Residual Waste

- 4.1.36 Initially local authorities in Wales had been placed into regional hubs, whereby they would work together in groups to procure residual waste treatment. Ceredigion was grouped with Powys in with the Central Wales Hub for residual waste treatment.
- 4.1.37 WG's preferred option for the treatment of residual waste is Energy from Waste (EfW) with combined heat and power (CHP) technology. It is considered to have the greatest potential to make a positive impact on climate change, better than other residual waste treatment technologies. EfW with CHP can help tackle climate change by reducing greenhouse gas emissions and generating renewable energy.
- 4.1.38 It was the intention of the Hubs that the constituent authorities would work together to find the most sustainable, cost effective, and practical solution for the treatment of their residual waste.
- 4.1.39 However, in reality what has actually happened is that some authorities within the SW Wales region have decided to undertake residual waste contracts outside of the WG's residual hub programme. Ceredigion is currently sending its residual waste to LAS in Lampeter up until 2022 whilst a longer term solution is sought in collaboration with other authorities in South West and Central Wales.
- 4.1.40 That longer term solution would be very unlikely to suggest that a regional scale EfW facility would be sited in Ceredigion given its distance from the largest sources of feedstock and the economics of an EfW facility. In addition, the ongoing commercial viability of the existing Viridor plant in Cardiff may well rely on feedstock from further afield as the amount of residual waste available reduces, including feedstock from South West Wales. Hence the economic case for creating further EfW capacity within the region is weak at best.

Food Waste

- 4.1.41 The procurement hub for food waste in Central Wales is the same as for residual waste (Ceredigion and Powys).
- 4.1.42 WGs preferred option for food waste treatment is Anaerobic Digestion (AD). It considers that the technology has a greater potential to have a positive impact on climate change than other food waste treatment technologies. AD can help positively address climate change by reducing greenhouse gas emissions and generating renewable energy.
- 4.1.43 The Central Wales Hub has contracts in place to deal with the food waste produced within the region. The food waste is transported to Agrivert's AD facility in Bridgend which has the capacity to operate as a regional scale facility.
- 4.1.44 There has been historic interest in relation to small scale AD plants in Ceredigion. This was linked in to financial support mechanisms such as the Feed-in Tariffs (FITs), as a product of AD is the generation of renewable energy. However, FITs have ceased so there is a low likelihood of further small scale AD plants in future given that the economic case has been undermined.

Landfill

- 4.1.45 The SW Wales Waste Monitoring Report for 2018 states that void space in non-hazardous landfill sites across the region amounts to 11.5 years and is therefore well above the threshold of 7 years set out in TAN21. There is therefore no requirement for additional landfill void space in the South West Wales Region at the present time. The reduction of waste inputs to landfill year on year means that void space is being used up at a slower rate and is thereby continually extending the number of years' of void space.
- 4.1.46 There are concerns regarding the ongoing commercial viability of all the existing household waste landfill sites given that they are competing for smaller and smaller inputs year on year. Pwllfawatkin in NPT has a limited lifespan as does Tir John in Swansea. Nantycaws outside Carmarthen is

currently mothballed and the only other site is Withyhedge near Haverfordwest. Historically, waste from Ceredigion has been landfilled at Bryn Posteg, Llanidloes.

- 4.1.47 If the void space reduces to 7 years TAN21 states that this is the time at which the market needs to come forward with a solution. However, even if there is a demonstrated need for additional non-hazardous landfill void space in the future it is very unlikely that a regional scale site would be located in Ceredigion on the basis of the proximity principle and the relatively low level of waste arisings.
- 4.1.48 Landfill sites at the very bottom of the waste hierarchy and if the National Waste Strategy is to be successful they will play a progressively diminishing role in the management of waste. Even based on the current low levels of residual waste generated in Ceredigion the viability of any new landfill sites would be questionable. With the levels of waste requiring final disposal to landfill set to drop further in future it is highly unlikely that any future landfill sites in Ceredigion would be viable. Engineering a landfill cell is extremely expensive and economies of scale come into play. The LA could not justify the expense of creating a landfill site in Ceredigion and it is highly unlikely that the private sector would entertain funding a landfill in Ceredigion (other than perhaps for inert waste) given the low (and reducing) volumes of waste likely to be available to fill it.
- 4.1.49 In addition to the economic case against further landfill sites in Ceredigion there is also an environmental case against them, as any landfill site in Ceredigion would require feeding in order to make it viable. This would tend to drive the management of waste down the waste hierarchy towards landfill contrary to national policy, whereas the absence of such a site would help to drive waste further up the waste hierarchy in accordance with national policy. On this basis it makes environmental sense not to open any new landfill sites in Ceredigion.

Industrial & Commercial Waste

4.1.50 In terms of meeting national targets, the WPMR indicates that in terms of the reuse and recycling of I&C waste, the SW Wales region was already meeting the 2015/16 target in 2012. However, landfill remained the second highest management route (accounting for 21% of the waste) and consequently the 2019/20 target of a maximum of 10% being landfilled was still some way from being achieved. Unfortunately, there has been no update in relation to I&C waste since 2012 and in the absence of more up to date data it will not be possible to ascertain whether the two separate 2019/20 targets of landfill reduction, and increased recycling, set out above will be met.

Construction & Demolition Waste

4.1.51 As with I&C waste, no continued source of annual data is kept for C&D waste. In addition, the most recent report into C&D waste (2012) advises against comparing it with earlier studies and therefore it has not been possible to establish reliably whether the amount of C&D waste landfilled is close to meeting the TZW target. However, in terms of the TZW target for the preparation for re-use, recycling and other recovery (minimum of 70%, by 2015/16), the 2012 results (67%) indicated that the SW Wales region was on course to meet the target.

Hazardous Waste

4.1.52 The CIMS Plan concluded that there is therefore little market incentive to develop extra hazardous waste landfill whether in SW Wales or at an all-Wales level. There is no evidence to suggest that this situation has changed in recent years.

5. Local Context

Ceredigion Corporate Strategy – 2017-2022

5.1.1 The Corporate Strategy for Ceredigion is built around four corporate priorities:

CP1 - boosting the economy,

CP2 - investing in peoples future,

CP3 - enabling individual and family resilience, and

CP4 - promoting environmental and community resilience.

5.1.2 Under CP4 the Council wants to

- reduce the amount of waste being generated
- maintain its position as having one of the highest recycling rates in Wales and
- have one of the lowest rates of waste being sent to landfill.

Ceredigion Waste Management Strategy 2014-18

5.1.3 The strategy is currently under review but it is aligned with the Corporate Strategy in seeking to reduce the amount of waste produced and reusing, recycling and composting and treating waste that is produced in a way that is sustainable.

The role of Ceredigion County Council as the Municipal Waste Authority

5.1.4 In its role as the Municipal Waste Authority Ceredigion County Council is responsible for collecting all household waste and other waste that falls within the definition of Local Authority Collected Waste (LACW), and is set targets for recycling and for the diversion of the biodegradable element from landfill. All other waste streams are managed by the private sector.

Ceredigion County Council as the Waste Planning Authority

5.1.5 Ceredigion County Council in its role as the waste planning authority is responsible for land-use planning control over waste management for all waste streams, not just LACW; and additionally is responsible for the consideration of waste issues in all other developments. In partnership with other authorities the LA also has a responsibility to facilitate the provision of

a comprehensive, integrated network of waste facilities across Wales in order to meet European and National obligations.

Ceredigion's waste management Performance to date

- 5.1.6 Ceredigion has consistently been amongst the highest performing LAs in Wales in terms of recycling/composting and it has also consistently stayed well within its landfill allowance. However, remaining within the allowance will become increasingly challenging as the allowance becomes progressively restrictive.

Table 1: Ceredigion's Performance against the landfill allowances from 2011/12 to 2016/17

Year	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Maximum BMW to landfill (Tonnes)	13,616	11,635	11,140	10,645	10,150	9,655
Actual BMW to landfill (tonnes)	5,532	5,831	6,456	2,919	3,208	4,326

[Source: South West Wales Region – Waste Annual Monitoring Report 2018]

Table 2: Targets set out in Towards Zero Waste – One Wales: One Planet

TARGET	TARGETS FOR EACH TARGET YEAR	
	19/20	24/25
Minimum levels of preparing for reuse and recycling/composting (or AD) for municipal waste	64%	70%
Minimum proportion of preparing for reuse/recycling/ composting that must come from source separation	80%	80%
Maximum level of landfill	10%	5%
Maximum level of energy from waste.	36%	30%

Table 3: The Performance Gap that Ceredigion has to bridge by 2025 using the Targets set out in Towards Zero Waste – One Wales: One Planet

Strategic Driver	WAG indicative target	Current position (2016/17)
Minimum levels of recycling/composting by 2025	70%	70.1%
Maximum level of energy from waste	30%	0%
Maximum level of landfill by 2025	5%	12.25%

[Source: South West Wales Region – Waste Annual Monitoring Report 2018]

Meeting the Challenge

- 5.1.7 The LA's data for 2016/17 indicates that it will already exceed the 70% combined recycling and composting target that had been set in legislation for 2024/25. However, further progress is needed in relation to tackling biodegradable waste to meet the landfill diversion and landfill reduction targets. The food waste contract with Agrivert will allow the LA to make significant progress in that direction.
- 5.1.8 Ceredigion's Corporate Strategy 2017-2022 is aligned with the National Waste Strategy 'Towards Zero Waste'. It recognises that further progress will still need to be made on recycling.
- 5.1.9 The Mid Wales Waste Partnership (Ceredigion and Powys) have been exploring alternative options to landfill for residual waste treatment facilities to serve the Mid Wales hub. The early work of the consortium centred on research into the suitability of small-scale plants for dealing with residual waste. The work of Atkins consultants on behalf of the partnership concluded that any type of waste combustion plant allied to the production of energy may not be viable for Mid Wales given the relatively low quantities of waste produced over such a vast land area.

5.1.10 Therefore, given the uncertainty as to the viability of a Mid Wales solution for residual waste treatment both Ceredigion and Powys are exploring the opportunities for residual waste treatment with other neighbouring consortia.

6. LDP2 Policies

6.1.1 The LDP identified a site for a regional waste facility at Glan-yr-Afon, Aberystwyth. This site is no longer required to serve as a potential site for the location of a regional waste facility therefore the allocation will not be taken forward in LDP2.

6.1.2 LDP Policy LU31 remains consistent with national policy and will therefore be taken forward with only minor changes

Policy LU31:

Resource Recovery and Waste Management Facilities

The LDP will ensure that sufficient land is available in appropriate locations to meet regional and national waste plans and strategies ~~and meet the obligations required by European legislation by:~~

1. safeguarding and retaining existing sui generis waste management sites ~~and allocated waste sites (see Policy S01)~~ exclusively for resource recovery and waste management facilities, and removing permitted development rights for change of use on any new resource recovery and waste management facilities to ensure the facilities are retained for resource recovery and waste management uses;
2. permitting in-building resource recovery and waste management facilities located on land-use class B2 'general industrial' employment sites, and where appropriate alongside other employment uses;
3. permitting the storage and recycling of construction, demolition and excavation waste within active mineral sites, former quarry sites and within or immediately adjacent to farm complexes;

4. permitting composting and the maturation of digestate arising from Anaerobic Digestion facilities on agricultural land; and
5. permitting the co-location of facilities at or alongside waste producers to minimise and manage the waste that they generate at source and where practicable to recover energy from the remaining residual waste

6.1.3 LDP Policy LU32 will be revised so that it links to circular economy principles as set out in national policy

Policy LU32:

Development and the Waste Hierarchy Minimisation

Development proposals will be required to demonstrate, via the submission of a natural resources management plan, how the generation of waste will be has been minimised and any waste generated managed in order to keep resources in use for as long as possible in accordance with the waste hierarchy (where applicable):

1. in the layout and design of the development;
2. during any demolition and construction phase;
3. in the provision respect of any opportunities for utilising waste facilities for re-use and recycling;
4. in respect of any opportunities for utilising residual waste as a source of fuel; and
5. in respect of any opportunities for capturing and sharing any surplus heat and power with adjacent energy users.

6.1.4 Based on the issues highlighted throughout the paper it has been concluded that no additional waste policies are required.