Our Ref: CLA.D4.CL
Your Ref: EN010110

Date: 25 May 2023

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The Planning Inspectorate
National Infrastructure Planning
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Electronic submission and email only

Dear Sir / Madam

Application by Medworth CHP Limited for an Order Granting Development Consent (DCO) for the Medworth Energy from Waste Combined Heat and Power Facility

We are writing on behalf of Cambridgeshire County Council and Fenland District Council (the Councils) with the Councils' submissions in response to the Medworth CHP Limited DCO Examination Deadline 4.

Included with this submission are the following documents:

- CLA.D4.OS.A.C - Comments on the Applicant's Deadline 3 Submissions;
- CLA.D4.ISH3-5.AP.R - Response to ISH3, ISH4 and ISH5 Action Points;
- CLA.D4.ISH3-5.AP.AA – Appendix A – Extract of CPMWLP Policies Referenced;
- CLA.D4.ISH3-5.AP.AB – Appendix B – Extract of FDC Policies Referenced;
- CLA.D4.ISH3-5.S - Written Summaries of Oral Representation Made at ISH3, ISH4 and ISH5;
- CLA.D4.ISH3-5.S.AC – Appendix C – Output of CCC's Waste Emissions Analysis; and
- CLA.D4.ISH3-5.S.AC – Appendix C – Output of CCC's Waste Emissions Analysis.

If you have any queries regarding the submissions or require any further information, please contact planningdc@cambridgeshire.gov.uk / 01223 715518.

Yours sincerely

Frank Jordan
Executive Director, Place and Sustainability
Cambridgeshire County Council

Fenland
CAMBRIDGESHIRE
Fenland District Council

100% people driven

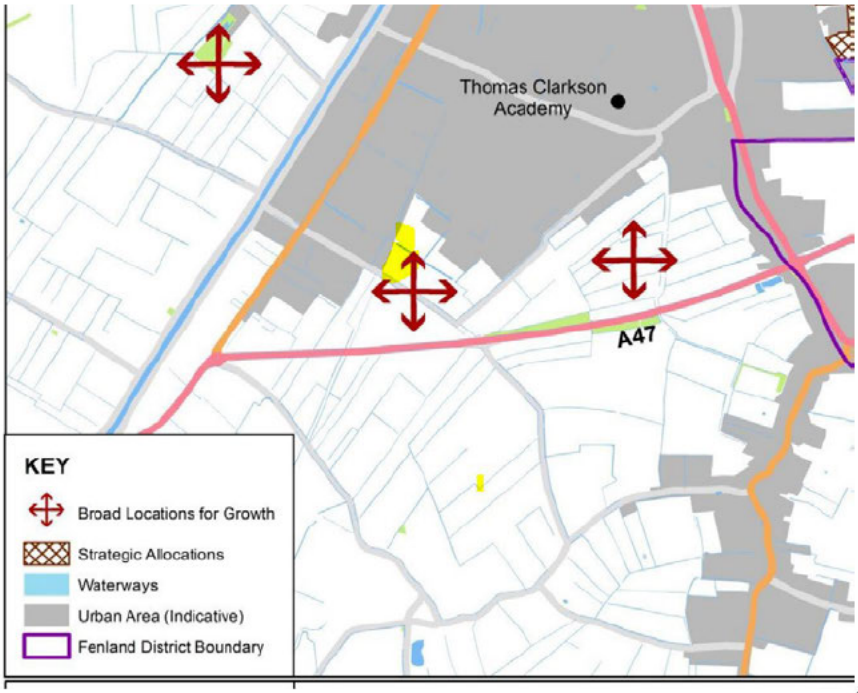
23/05/23

WRITTEN SUBMISSION IN RESPONSE TO ACTION POINT 11 ARISING FROM ISH3 – NOTE REGARDING RELEVANT FENLAND DISTRICT COUNCIL PLANNING POLICIES

1. Adopted Fenland Local Plan 2014

A full copy of the Adopted Plan can be viewed here: Fenland Local Plan - Adopted Web. Please refer page 40 for the Key Diagram, an extract is provided below:

Fig 1 - Extract from 2014 Adopted Fenland Local Plan (the approximate location of the development has been added to assist the Examination Authority).



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It should be noted that the Key Diagram is 'indicative' in nature, as highlighted in the key (Urban Area extent is shown indicatively). In this regard, at the time of the adoption of the Plan, it appears that part of the application site had a waste operation active upon it and the extent of the urban area potentially does not account for this. This confirms the indicative nature of the Key Diagram in the Adopted Local Plan.

As per the Key Diagram, the main area of the proposed site is located partly within the existing urban area and partly within a 'Broad Location for Growth' for the South Wisbech Area. Policy LP8 relates to this matter (please refer to pages 36 to 39 of the Adopted Local Plan). The relevant part of the policy is reproduced below:

> **South Wisbech (broad location for growth):** this area is located broadly to the north of the A47, south-east of New Drove, north and south of Newbridge Lane, and along Cromwell Road between Newbridge Lane and the A47/B198 roundabout. Provided all significant transport implications can be overcome (which is very likely to require improved east-west road links to relieve pressure on Weasenham Lane, with the arrangements for delivering such improved east-west links being agreed as part of the broad concept plan for the broad location), the area will be predominantly for business purposes, though there is some potential for residential development in the eastern half (very approximately, around 100). Existing areas of high quality woodland, including some mature orchards, should be retained and enhanced to serve as multifunctional public open space areas with amenity, biodiversity and community food value. Noise mitigation and screening measures should be provided along the A47, and between the residential and business areas as appropriate.

It should be noted that the policy identies that the 'Broad Location for Growth' area (BLGA) will be used predominately for business purposes, with potential for some residential development to the east. It should be observed that the main part of the development site is not located in the eastern area of the BLGA. The Local Plan does not define 'business purposes'.

Policy LP7 of the Adopted Local Plan is also of relevance (see pages 32 to 34 of the Local Plan). The relevant part of the policy is reproduced below:

> **Policy LP7 – Urban Extensions**
>
> Development of an urban extension (i.e. the broad or specific locations for growth identified in Policies LP8-11) must be planned and implemented in a coordinated way, through an agreed overarching broad concept plan, that is linked to the timely delivery of key infrastructure. With the exception of inconsequential very minor development, proposals for development within the identified growth locations which come forward prior to an agreed broad concept plan being produced will be refused.
>
> The broad concept plan for the strategic allocations will be expected to cover the areas shown on the Policies Map, whilst those for the broad locations will be expected to cover the areas described in the relevant policy. An area designated as a broad location will not preclude a broad concept plan being considered and approved at the earliest opportunity, provided that all known constraints are demonstrated to be capable of being overcome.

2. Adopted South Wisbech Broad Concept Plan

In accordance with Policy LP7, a Broad Concept Plan (BCP) has been adopted by the Council. A full version of the BCP can be viewed here: [Microsoft Word - Agenda Item No. 5 - Wisbech Broad Concept Plan - Report (fenland.gov.uk)]. An extract from the BCP is provided below in Fig 2, with the whole of the BCP area illustrated in Fig 3.

Fig 2 – Part Extract from Adopted Broad Concept Plan for South Wisbech (FDC, 2015)

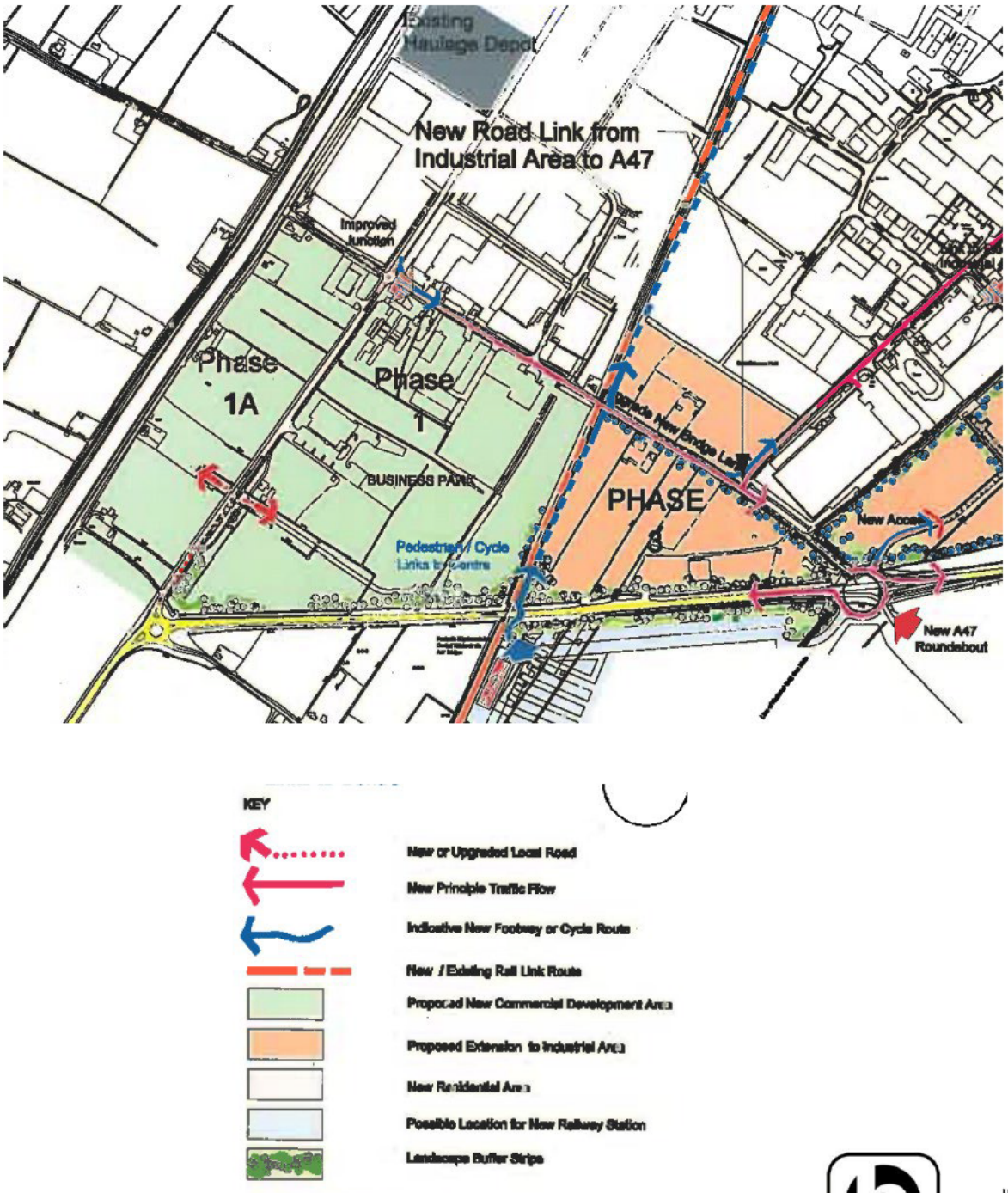
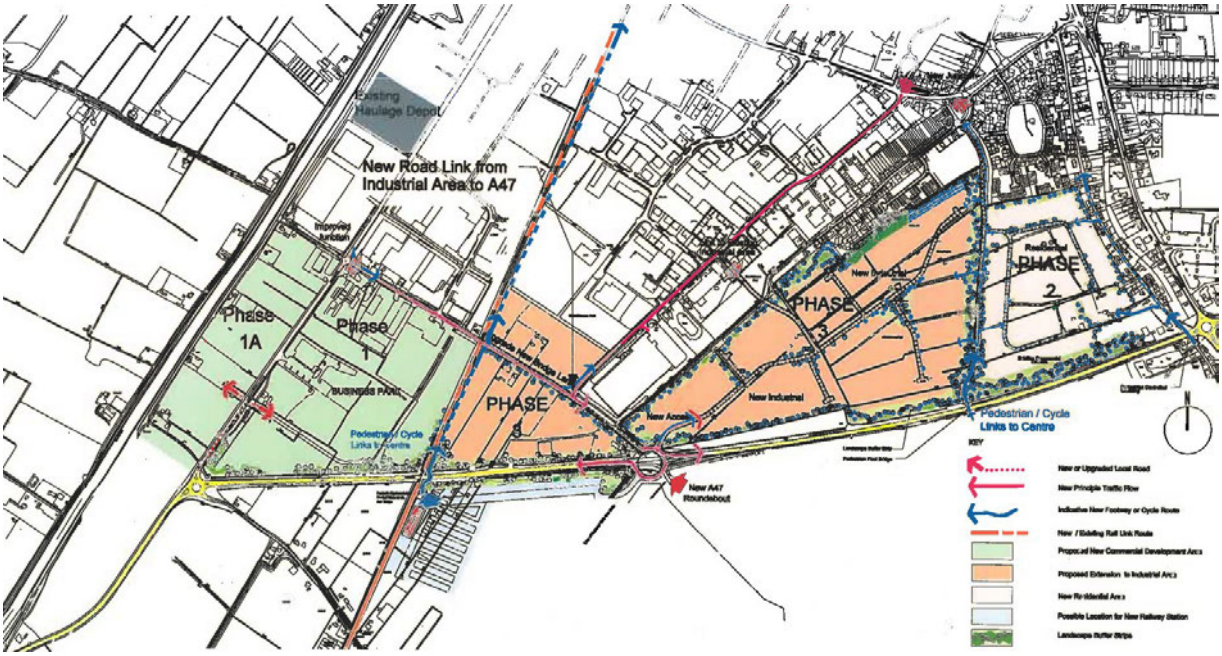


Fig 2 shows that the application site falls partly within the existing urban area and partly within the area proposed as an 'extenstion to industrial area'. The BCP does not define 'industrial', though it should be noted that the existing waste use on part of the application site falls within what could be considered to be the existing industrial area.

Fig 3 – Full Extract from Adopted Broad Concept Plan for South Wisbech (FDC, 2015)



The BCP envisaged there would be access from Cromwell Road via Phase 1 to Phase 3 via Newbridge Lane, through to a new roundabout on the A47. The proposed development does not appear to prevent this.

3. Emerging Local Plan

A copy of the Reg 18 consultation version of the Emerging Plan can be viewed here: Local Plan 2022 Test (fenland.gov.uk)

The Reg 18 public consultation took place in August to October 2022. The proposals map shows the main application site:

- within a minerals and waste local plan consultation area;
- partly in and partly outside an employment / non-residential development site allocation [ref LP37.01]; and
- inside and partly outside an existing employment area.

The application site is specifically identified as a water management area (copied over from the adopted Cambridgeshire & Peterborough Minerals and Waste Local Plan).

An extract from the Reg 18 Emerging Local Plan is provided in Fig 4.

Fig 4 Extract From Emerging Reg 18 Fenland Local Plan – Wisbech Inset Map

Key

Adopted Minerals & Waste Policies

Consultation Area

Water Management Area

Emerging Local Plan Specific Policies

Employment / non-residential development (LP37)

Established Employment Area (LP15)

LP15 (page 62) is the policy that relates to established employment areas and the relevant part of the policy is reproduced below:

Part A - Established Employment Areas (EEAs)

Existing employment land and premises within EEAs should be retained for employment uses, defined as uses falling within classes B and E(g) of the Use Classes Order.

Within EEAs, proposals which result in the change of use of employment land or buildings to non-employment generating uses should not normally be permitted.

EEAs offer potential for intensification and renewal through new employment development. Proposals for employment development including B2, B8 and E(g) Use Classes within or adjoining an EEA will be supported where the proposal demonstrates there is or will be sufficient capacity in the local and strategic highway network to accommodate the proposal.

Proposed extensions to EEAs through the development of adjoining land (including land outside settlement boundaries) will be supported where the proposal:

a) Is proportionate in scale to the existing EEA; and
b) Provides a clear, defined boundary which maintains or enhances local character and the EEA's landscape setting.

Policy LP37 (page 11) is reproduced below, as it relates to the development site (note that only the relevant part of the policy is reproduced):

Policy LP37: Site allocations for non-residential development in Wisbech

The following sites are allocated for non-residential development:

Employment allocation: South Wisbech

Site Allocation	SHELAA	Area (Ha)
LP37.01	40002***	66.88

The site provides an extensive area suitable for employment development. There is some existing employment development at the east of site. It is estimated that approximately 60 hectares of land is available, which is expected to be developed incrementally over the course of the plan period.

Development proposals should:

- Provide a mix of employment uses, including uses within classes B and E(g));
- Land to the west of Halfpenny Lane could accommodate live/work units.

- Be designed in a coherent and coordinated manner which does not prejudice development of the wider site;
- Support the delivery of improvements to the transport network;
- Undertake an assessment of Flood Risk, which reflects the recommendations of the SFRA Level 2 Assessment;
- Provide appropriate mitigation of contaminated land;
- Due to the site's location within a HSE Consultation Zone, demonstrate that the proposal is compatible with Health and Safety Executive advice; and
- Minimise the loss of high-quality habitats and adverse impacts on protected species, providing mitigation and biodiversity net gain in accordance with Policy LP23; and
- Provide appropriate landscaping and planting to reduce visual impacts on the landscape, particularly at the southern boundary with the A47.

4. Next Stage of the Emerging Local Plan

Reg 19 Stage is due to be underway in July 2023, but FDC no longer have a sufficient staff resource in place (only 1 officer in post), so are returning to members for a decision on how to proceed – abandon the Plan and restart once a new 'How to Prepare a Local Plan' system is in place, or continue with the existing Emerging Plan pending getting a suitable resource in place.

[redacted]

Nick Harding
Head of Planning

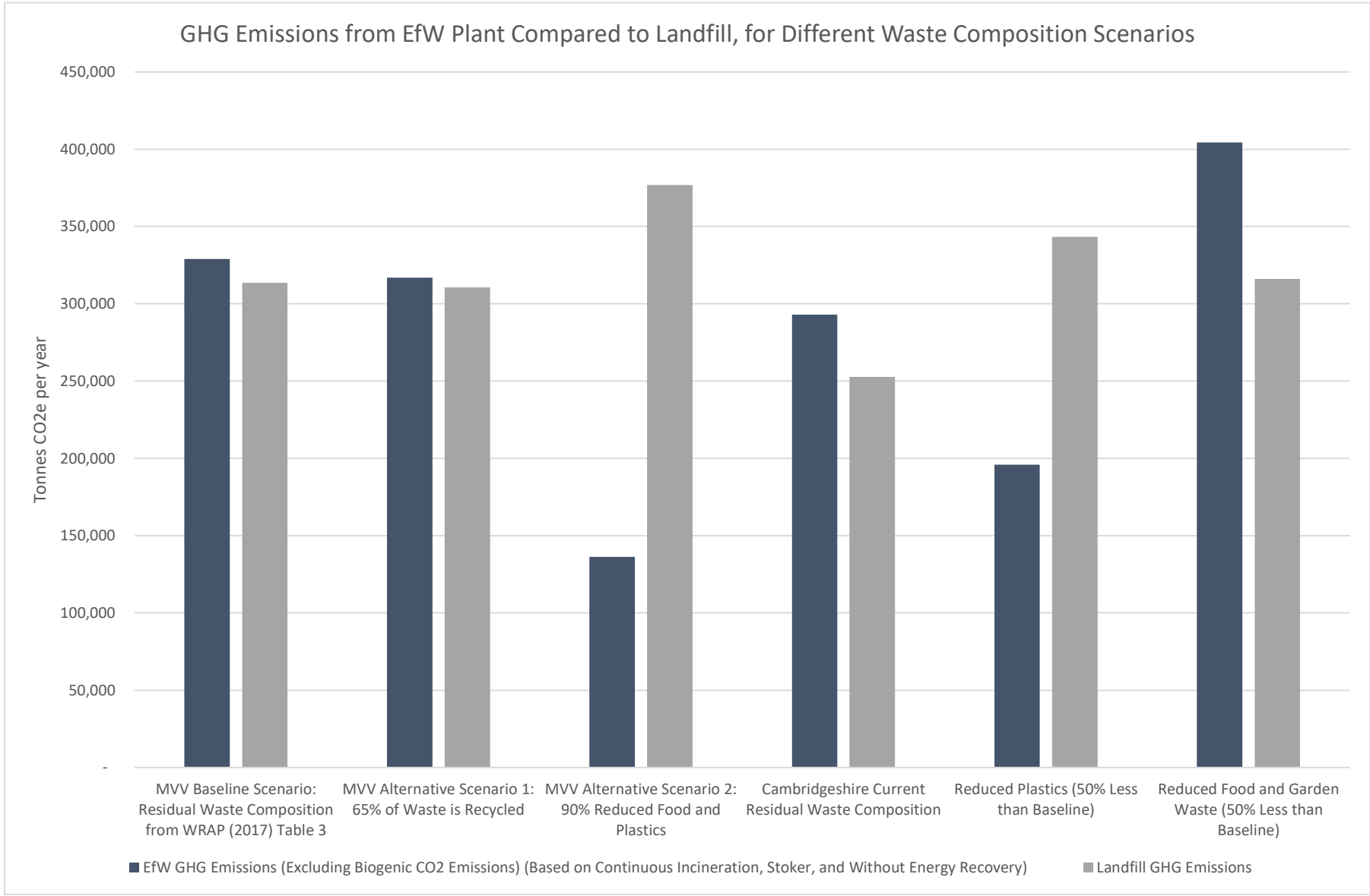
Cambridgeshire County Council

Calculations are from the Waste Emissions Calculator for local authorities, from Local Partnerships. Link to tool: https://localpartnerships.org.uk/greenhouse-gas-accounting-tool/

The tool is free to download and is now available for all local authorities in England and Wales. It was developed as part of a research project by University College London and Cambridgeshire County Council, funded by the Local Government Association.

Note: The calculations and outputs of the analysis were correct as per the September 2022 version of the tool.

Waste Categories	Carbon Content	MVV Baseline Scenario: Residual Waste Composition from WRAP (2017) Table 3 WRAP-	MVV Alternative Scenario 1: 65% of Waste is Recycled	MVV Alternative Scenario 2: 90% Reduced Food and Plastics	Cambridgeshire Current Residual Waste Composition	Reduced Plastics (50% Less than Baseline)	Reduced Food and Garden Waste (50% Less than Baseline)	Min	Max
Food Waste	Biogenic	27.0%	25.2%	4.9%					
Garden Waste	Biogenic	2.7%	2.5%	3.9%					
Other Organic	Biogenic	2.3%	2.7%	4.1%	41.4%				
Paper	Biogenic	14.8%	15.9%	24.5%	12.4%				
Card	Biogenic	6.3%	5.9%	9.1%					
Glass	Non-Carbon	2.6%	2.4%	3.7%	5.0%				
Ferrous Metals	Non-Carbon	2.4%	2.2%	3.5%					
Non-Ferrous Metals	Non-Carbon	1.1%	1.0%	1.6%					
Dense Plastic	Fossil	7.8%	7.3%	1.4%	13.2%				
Plastic Film	Fossil	8.2%	7.7%	1.5%					
Textiles	Mixed	5.5%	5.1%	7.9%	3.9%				
WEEE	Mixed	1.1%	1.3%	2.0%	3.3%				
Hazardous	Mixed	0.5%	0.6%	0.9%					
Wood	Biogenic	2.3%	2.1%	3.3%	1.0%				
Misc Combustible	Mixed	9.3%	10.9%	16.7%	14.1%				
Misc Non Combustible	Mixed	3.6%	4.2%	6.5%	5.8%				
Fines	Mixed	2.2%	2.6%	4.0%					
Other	Mixed	0.3%	0.4%	0.5%					
Total		100.0%	100.0%	100.0%	100.0%	0.0%	0.0%		
LGA Tool - Inputs									
Volume of Waste per Annum (Tonnes)		625,000	625,000	625,000	625,000	625,000	625,000		
LGA Tool - Waste Categories									
Paper and Card		21.1%	21.8%	33.6%	12.4%	23.1%	26.1%		
Plastics		16.0%	15.0%	2.9%	13.2%	8.0%	19.8%		
Textiles		5.5%	5.1%	7.9%	3.9%	6.0%	6.8%		
Sanitary						0.0%	0.0%		
Wood		2.3%	2.1%	3.3%	1.0%	2.5%	2.8%		
Inert Materials		3.6%	4.2%	6.5%	5.8%	3.9%	4.4%		
Glass and Metals		6.1%	5.6%	8.8%	5.0%	6.7%	7.5%		
Organic Waste		32.0%	30.4%	12.9%	41.4%	35.0%	16.0%		
Electronic Waste, Fines		3.3%	3.9%	6.0%	3.3%	3.6%	4.1%		
Other Combustibles		9.3%	10.9%	16.7%	14.1%	10.2%	11.5%		
Other		0.8%	1.0%	1.4%					
Total		**100.0%**	**100.0%**	**100.0%**	**100.0%**	**99.1%**	**99.0%**		
MVV Figures									
Net Calorific Value	MJ/kg	9.53	9.5	8.85					
Carbon content		26.20%	26.10%	25.49%					
Biogenic Carbon (% of Total Carbon)		57.20%	58.85%	74.58%					
Non-Biogenic Carbon		42.80%	41.65%	25.42%					
Output from LGA Carbon Calculator: Annual GHG Emissions (Sep 2022 Version of Tool)									
EfW GHG Emissions (Excluding Biogenic CO2 Emissions) (Based on Continuous Incineration, Stoker, and Without Energy Recovery)	See cell H50 on Incineration tab of tool	328,944	316,874	136,156	292,973	195,793	404,393	136,156	404,393
EfW Biogenic CO2 Emissions (Outside of Scope)		388,519	383,832	457,105	319,932	425,521	386,111		
Landfill GHG Emissions	See cell M67 on Landfill tab of tool	313,468	310,605	376,790	252,794	343,322	316,072	252,794	376,790
Difference Between EfW and Landfill		15,476	6,269	- 240,634	40,179	- 147,529	88,321	- 240,634	88,321
MVV Claimed Emissions		273,326							
40 Years EfW Emissions		13,157,760	12,674,960	5,446,240	11,718,920	7,831,720	16,175,720	5,446,240	16,175,720
MVV Claim		10,933,040							


GHG Emissions from EfW Plant Compared to Landfill, for Different Waste Composition Scenarios
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
-
Tonnes CO2e per year
MVV Baseline Scenario: Residual Waste Composition from WRAP (2017) Table 3
MVV Alternative Scenario 1: 65% of Waste is Recycled
MVV Alternative Scenario 2: 90% Reduced Food and Plastics
Cambridgeshire Current Residual Waste Composition
Reduced Plastics (50% Less than Baseline)
Reduced Food and Garden Waste (50% Less than Baseline)
EfW GHG Emissions (Excluding Biogenic CO2 Emissions) (Based on Continuous Incineration, Stoker, and Without Energy Recovery)
Landfill GHG Emissions

Waste Fraction / Parameter	Dry Matter Weight dm_i (% of Wet Weight)	Total Carbon Content CF_i (% of Dry Weight)	Fossil Carbon Fraction FCF_i (% of Total Carbon Content)	Source
Paper and Card	90%	46%	1%	Table 2.4 in 2006 IPCC Guidelines, Vol. 5, Ch. 2
Plastics	100%	75%	100%	
Textiles	80%	50%	20%	
Sanitary	40%	70%	10%	
Wood	85%	50%	0%	
Inert Materials	90%	3%	100%	
Glass, Ferrous and Non-Ferrous	100%	0%	0%	
Organic	40%	44%	0%	
Electronic Waste and Batteries, Fines	90%	3%	100%	
Combustibles / Hazardous Waste	50%	28%	100%	Table 2.6 in 2006 IPCC Guidelines, Vol. 5, Ch. 2

3. THE CORE POLICIES

SUSTAINABLE DEVELOPMENT AND CLIMATE CHANGE

3.1 The NPPF makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies can play an active role in guiding development towards sustainable solutions. It is also appropriate for Local Plans to include planning measures to address climate change mitigation and adaptation.

3.2 The NPPF also makes it clear that Local Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. It is also appropriate for Local Plans to support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts and avoid increased vulnerability to the range of impacts arising from climate change.

3.3 The Climate Change Act 2008 sets up a framework for the UK to achieve its long-term goals of reducing greenhouse gas emissions and to ensure steps are taken towards adapting to the impacts of climate change. That Act also introduced section 19 (1A) into the Planning and Compulsory Purchase Act 2004, which requires local planning authorities to address climate change in preparing Local Plans.

3.4 In terms of vulnerability to climate change, the plan area includes large areas of low lying land which is potentially highly vulnerable to the effects of climate change, such as from flood risk and sea level rises. The high volume of protected habitats are also potentially vulnerable to the effects of climate change, as most of such protected habitats are low lying, and very sensitive to the water environment.

3.5 In addition, lowland peatlands represent one of the most carbon-rich ecosystems in the UK, and Cambridgeshire and Peterborough has extensive such lands. As a result of widespread modification and drainage (usually to support agriculture), they have been converted from natural carbon sinks into major carbon emitting sources, and are now amongst the largest sources of greenhouse gas (GHG) emissions from the UK land-use sector.

3.6 Mineral development and the subsequently restored mineral site can cause considerable loss of high quality agricultural land and/or peat land, and is an important consideration for proposals. However, restoration of mineral sites can also afford unique opportunities to create habitats which can act as living carbon sinks, and which may assist in reducing the erosion of, and thereby protection of such valuable soils e.g. through the creation of lowland wet grassland. In the plan area

there is potential to achieve this on a strategic and landscape scale, and to contribute at the same time towards achieving national biodiversity objectives.

3.7 A robust policy addressing all of the above matters is therefore required in this Local Plan, as set out below.

POLICY 1: SUSTAINABLE DEVELOPMENT AND CLIMATE CHANGE

Mineral and waste management proposals will be assessed against the overarching principle of whether the proposal would play an active role in guiding development towards sustainable solutions. In undertaking that assessment, account will be taken of local circumstances such as the character, needs, constraints and opportunities of the plan area. Proposals which are not consistent with this principle will be refused.

Proposals should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. Proposals which ensure the future resilience of communities and infrastructure to climate change impacts will be supported.

Proposals, including operational practices and restoration proposals, must take account of climate change for the lifetime of the development (including the lifetime of its restoration scheme, where applicable). This will be through measures to minimise greenhouse gas emissions, and measures to ensure adaptation to future climate changes.

Proposals should, to a degree which is proportionate to the scale and nature of the scheme, set out how this will be achieved, such as:

(a) demonstrating how the location, design, site operation and transportation related to the development will help to reduce greenhouse gas emissions (including through the adoption of emission reduction measures based on the principles of the energy hierarchy); and take into account any significant impacts on human health and wellbeing and on air quality;
(b) where relevant, setting out how the proposal will make use of renewable energy including opportunities for generating energy from waste for use beyond the boundaries of the site itself, and the use of decentralised and renewable or low carbon energy;
(c) for proposals which involve the temporary or permanent removal of peat soils, measures to make long term sustainable use of such soils (see also Policy 24); and
(d) for waste management proposals, (i) how the principles of the waste hierarchy have been considered and addressed; and (ii) broadly quantifying the reduction in carbon

dioxide and other relevant greenhouse gases e.g. methane, that should be achieved as part of the proposal, and how this will be monitored and addressed in future.

Proposals should also set out how they will be resilient to a changing climate, taking account of the latest available evidence on the impact of climate change, such as:

(e) avoiding proposals which could increase vulnerability to the range of impacts arising from climate change;
(f) incorporation of sustainable drainage schemes to minimise flood impacts, and, if viable opportunities exist, reduce current floodrisk;
(g) measures to manage water resources efficiently (and where restoration proposals are reliant on water, ensure sufficient water resource will be available);
(h) measures to assist habitats and species to adapt to the potential effects of climate change; and
(i) measures to adapt to the potential impacts of excess heat and drought.

PROVIDING FOR MINERAL EXTRACTION

3.8 Minerals are essential to support sustainable economic growth and our quality of life. This Plan sets out an overarching spatial strategy for minerals. This is important in order to guide not only allocations made in the Plan, but also proposals on non-allocated sites which may subsequently come forward as planning applications.

3.9 Within the plan area sand and gravel is the primary mineral in terms of commercial resource. Historically extraction has been located in the Nene and Ouse River Valleys but more recently the move has been away from these areas as they are now the focus of other national planning policies which seek to protect and enhance their biodiversity. Extraction has therefore shifted to fen edge deposits where there are significant reserves and, in some instances, give rise to the opportunity to enhance biodiversity through restoration on a landscape or a local scale.

3.10 Needingworth Quarry is a good example of this, where a nationally significant reedbed is being created. The spatial strategy for this Plan continues this approach, focusing extraction at fen edge deposits where restoration can contribute to international and national biodiversity objectives, as well as flood risk management gains.

3.11 For some minerals the spatial options are more constrained. The brickpits near Whittlesey for example involve the extraction of brickclay on an industrial scale. Other areas involve smaller scale extraction, such as the high quality industrial chalk at Steeple Morden. National policy requires Mineral Planning Authorities to make

		Horsey Hill Civil Fort, a Scheduled Monument ● Minerals must be transported to the brickworks by conveyor to minimise impact on A605.

Permission for mineral extraction will only be granted:

(a) on MAAs or Mineral Development Areas (MDAs) § as identified on the Policies Map for that purpose; or
(b) in other areas provided the proposal meets all of the following:
  (i) it does not conflict with the strategy for minerals as set out in this Plan;
  (ii) with the exception of specialist minerals, it is required to maintain a steady and adequate supply of mineral in accordance with the above provision rates and/or the maintenance of a landbank;
  (iii) it is required to meet a proven need with particular specifications that cannot reasonably or would not otherwise be met from permitted or allocated reserves; and
  (iv) it will maximise the recovery of the identified reserve.

†All reserve figures are in million tonnes (Mt), are estimated and cover the plan period only. Actual reserves may extend beyond the plan period (see Appendix 1: Site Profiles).

§Mineral Development Areas (MDAs) are specific sites identified on the Policies Map. They consist of existing operational sites and committed sites (i.e. sites with planning permission but which are not yet operational or are dormant).

WASTE MANAGEMENT NEEDS

3.30 Most forms of development and activities create waste. In planning for sustainable communities it is important to ensure that these wastes are managed appropriately in order to avoid harm to human health and the environment, and maximise resource recovery.

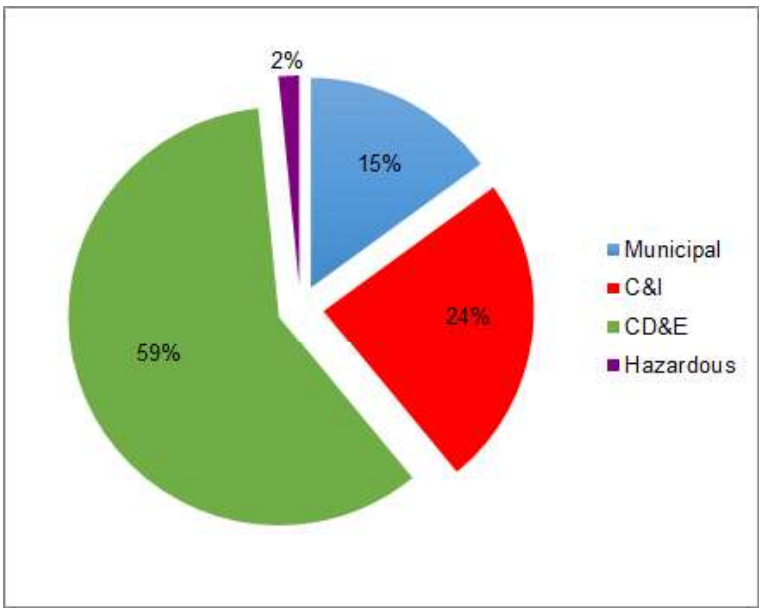
Waste Arising in Cambridgeshire and Peterborough

3.31 It is estimated that in 2017, waste arisings within the plan area totalled around 2.782 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see Figure 1 below). The majority of this waste was recycled or otherwise recovered, with disposal to landfill (non-hazardous and inert) accounting for around a third.

3.32 Of the total arisings, around half a million tonnes was exported to other authorities for management with less than a tenth disposed of to landfill (non-hazardous[7] and inert). Waste forecasts indicate that waste arisings from within the plan area could increase to 3.163Mtpa by the end of the plan period (2036). Low-level radioactive waste (LLW) from the nuclear industry is not produced within the plan area. However, a very small amount of LLW is produced from the non-nuclear industry.

3.33 Waste is also imported into the plan area from other Waste Planning Authority (WPA) areas. In 2017 imports significantly outweighed exports (almost fourfold), with over half of waste imported from other WPAs disposed of in landfill (non-hazardous[8] and inert). This indicates that overall the plan area is a net importer of waste. It also demonstrates that landfill void space within the plan area historically has served a wider area and has therefore been subject to external pressures.

FIGURE 1: WASTE ARISINGS FOR THE PLAN AREA (2017)



3.34 Waste movements occur as a result of commercial, contractual and operational arrangements as well as geographical convenience. There is a national policy direction for WPAs to increase their waste management capacity to the extent of meeting the needs of their own area (i.e. moving towards net self-sufficiency). As such cross-border movements should reduce in the future although some movements will still occur. This is because it is not possible for all waste to be managed within the boundary of the WPA from which it arises due to economies of scale and operational requirements. Nevertheless, overall, the amount of net waste dealt with within a WPA area should be broadly equal to the amount of waste that area produces.

3.35 Accordingly, areas which presently have a net export of waste have, or are, moving to a position whereby they deal with more of their own waste. Likewise, areas that historically and presently have a net import of waste (such as the Cambridgeshire-Peterborough plan area) should see such net imports significantly reduced. In providing for waste management facilities the intention, therefore, is for this Local

[7] Includes stable non-reactive hazardous waste (SNRHW)
[8] Includes SNRHW

Plan to determine the likely waste arising that will occur, and set out the identified needs of the plan area as a whole in relation to waste management capacity, in order to achieve net self-sufficiency, and at the same time drive waste up the waste hierarchy.

3.36 There is, however, one exception to the above net self-sufficiency 'rule'. National policy requires the Plan to consider the need for additional waste management capacity of more than local significance. The adopted London Plan identifies household and commercial & industrial waste to be exported, and the East of England is specifically listed as the main destination for this waste, partly owing to its proximity. Whilst some of London's waste is received at waste treatment facilities within the plan area, at present the majority is disposed to non-hazardous (including SNRHW) landfill which is the matter with which the Plan is most concerned given the limited void space and pressures on such capacity.

3.37 The adopted London Plan sees household and C&I waste exports to the East of England gradually reducing from current rates (estimated at 3.449Mt in 2015) and ceasing completely in 2026[9]. In 2015 0.079Mt of household and C&I waste was received from London WPAs at non-hazardous (including SNRHW) landfill sites within the plan area. Although London is moving towards net self-sufficiency in this respect, the intent of the adopted London Plan still needs to be taken into account. Therefore some provision for the landfill of some of London's household and C&I waste is made in the early part of the plan period of this Local Plan (albeit in reality this may be waste which is displaced from other WPAs in the East of England region which are closer to London, with such counties being the likely actual destination for London's residual waste). Our Waste Needs Assessment (WNA) has factored in an appropriate amount of London's non-apportioned household and C&I waste continuing to be imported into the plan area, and consequently has been factored into our calculations to determine the 'capacity gap' for each waste stream.

Waste Management Capacity

3.38 The plan area benefits from an existing network of waste management facilities, with this management capacity[10] significantly contributing towards the identified future need. The difference between the existing capacity (including permitted sites yet to become operational) and identified need is referred to as the capacity gap, or future need. Overall, the plan area is relatively well placed in terms of moving towards achieving net self-sufficiency. Our evidence indicates that there is the potential need for materials recycling, hazardous recycling (recovery) and hazardous disposal capacity (see the WNA, June 2019). Depending on individual site operations for sites

[9] Referred to as London's non-apportioned household and C&I waste

[10] Existing management capacity has been determined through the WNA (June 2019) and only captures capacity of sites that have an extant planning permission. This includes capacity of recently permitted sites that are not yet implemented and/or operational (capacity for such sites has been incorporated over the plan period as per the information provided in the relevant application).

undertaking transfer and materials recycling functions the capacity gap may be reduced (as only 25% of the operational throughput has been assumed to contribute towards materials recycling capacity). Regarding hazardous wastes, these wastes tend to be generated in lower quantities and are managed at a wider scale to account for economies of scale and operational requirements. A capacity gap was also identified for treatment and other forms of recovery, however permitted sites that are not yet operational (considered likely to be operational within the first half of the plan period) will act to take up the capacity gap.

3.39 The existing non-hazardous (including SNRHW) landfill void space is sufficient to accommodate the plan area's disposal needs over the plan period with a small surplus potentially to accommodate some of London's non-apportioned household and C&I waste. Although disposal is the least desirable option using the waste hierarchy principle, there is likely to be an ongoing need for such facilities (e.g. disposal of residues from treatment processes that cannot otherwise be recovered) and so it is one that must be provided for, either within the plan area or at a wider scale. Close monitoring of this situation will be key in determining timing and quantum of future need and the Councils are supportive, in principle, of proposals to move waste as high up the hierarchy as possible to ensure that opportunities to move as much waste away from landfill can be achieved over the plan period.

3.40 There is sufficient inert landfill and recovery void space to accommodate most of the plan area's needs over the plan period. In addition, some committed and allocated mineral extraction sites are almost certain to require inert fill to achieve restoration outcomes and so such mineral sites will create more inert landfill/recovery void space. As such no additional inert landfill or recovery void space is needed over the plan period (except that needed in associated with restoration of permitted mineral extraction sites).

3.41 No site specific allocations for new waste management facilities have been identified in this Local Plan given the following factors: the indicative future waste management needs of the plan area (to achieve net self-sufficiency) are comparatively low; the potential for the existing material recycling capacity to be greater than captured; other recovery capacity associated with permitted but not operational sites considered likely to come forward in the near future; and that hazardous wastes are generally produced in lower quantities and managed at a wider scale. However, the Plan's indicative capacity needs do not form a ceiling; where justified and in line with the wider aims and policies of this plan the Councils would be supportive of opportunities for additional capacity to be approved for a range of waste management methods where this will drive waste up the waste management hierarchy.

3.42 It is also important for the Plan to drive the development of a network of facilities

with the aim of communities and businesses being more engaged with, and taking more responsibility for, their own waste. Government policy focuses the proximity principle more towards the disposal of waste and recovery of mixed municipal waste. For these, and other waste types, the intention is for the Plan to include the preference for waste development to support sustainable waste management principles, including the proximity principle. This also links through to supporting sustainable transport movements.

3.43 The Waste Needs Assessment (WNA) June 2019 details the current estimated waste arisings, waste forecasts, existing capacity[11] and other information from which the indicative capacity needs over the plan period were determined.

POLICY 3: WASTE MANAGEMENT NEEDS

The Waste Planning Authorities will seek to achieve net self-sufficiency in relation to the management of wastes arising from within the plan area, plus additional provision until 2026 in order to accommodate needs arising from London (specifically regarding non-apportioned household and commercial & industrial waste).

The following sets out the present capacity gap (indicated by a '-' figure) or surplus (indicated by a '+' figure). Figures in brackets in the 'existing capacity' rows indicate permitted capacity that is not yet operational but is considered likely to come online and contribute towards the waste management capacity within the plan period. Figures in brackets in the 'capacity gap' rows indicate the adjusted capacity gap (or surplus) that would result if permitted but not yet operational capacity becomes operational.

			Indicative total waste management capacity needs					
			2016	2017	2021	2026	2031	2036
Non-hazardous waste management – Recovery (million tonnes per annum)								
Preparing for re-use and recycling	Materials recycling (Mixed - Municipal, C&I)	Forecast arisings	0.613	0.662	0.696	0.754	0.806	0.852
		Existing capacity	0.670	0.746	0.734	0.732	0.732	0.732
		Capacity gap	+0.056	+0.084	+0.038	-0.022	-0.074	-0.120
	Composting (Mixed - Municipal, C&I)	Forecast arisings	0.169	0.199	0.207	0.225	0.240	0.249
		Existing capacity	0.332	0.324	0.349	0.349	0.349	0.349
		Capacity gap	+0.163	+0.124	+0.142	+0.124	+0.109	+0.100
	Inert recycling (CD&E)	Forecast arisings	0.056	0.087	0.066	0.067	0.068	0.068
		Existing capacity	0.149	0.184	0.435 (0.190)	0.410 (0.190)	0.410 (0.190)	0.410 (0.190)
		Capacity gap	+0.093	+0.097	+0.370	+0.343	+0.342	+0.342

[11] The existing capacity is taken to be that which is operational, however there are several sites that are permitted but not yet operational that are likely to contribute towards the waste management capacity during the plan period and so should be taken into consideration in determining future needs

					(+0.560)	(+0.533)	(+0.532)	(+0.532)
Other recovery	Treatment and energy recovery processes* (Mixed - Municipal, C&I)	Forecast arisings	0.156	0.160	0.226	0.314	0.393	0.416
		Existing capacity	0.295	0.327	0.349 (0.035)	0.337 (0.575)	0.337 (0.575)	0.337 (0.575)
		Capacity gap	+0.139	+0.166	+0.124 (+0.159)	+0.023 (+0.598)	-0.057 (+0.518)	-0.080 (+0.495)
	Energy recovery (CD&E wood waste)	Forecast arisings	0.001	0.001	0.002	0.002	0.002	0.002
		Existing capacity	0	0	0	0 (0.048)	0 (0.048)	0 (0.048)
		Capacity gap	-0.001	-0.001	-0.002	-0.002 (+0.046)	-0.002 (+0.046)	-0.002 (+0.046)
	Soil treatment (CD&E)	Forecast arisings	0.084	0.112	0.095	0.097	0.099	0.099
		Existing capacity	0.147	0.278	0.315	0.315	0.315	0.315
		Capacity gap	+0.062	+0.166	+0.220	+0.217	+0.216	+0.216

**Treatment and energy recovery processes refers to Anaerobic Digestion (AD), Energy from Waste (EfW) and other physical/chemical treatment processes.*

			Indicative total waste management capacity 2016-2036		
			Total need	**Estimated void space**	**Balance**
Waste management – Deposit to land and Disposal (Mt)					
Other recovery	CD&E	Inert recovery**	16.063	13.954	-2.109
Disposal	CD&E	Inert landfill**	3.856	1.932	-1.924
	Mixed - Municipal, C&I	Non-hazardous landfill (including SNRHW)	11.187	12.466	+1.278
		Non-hazardous landfill	*10.817*	*8.525*	*-2.291*
		Non-hazardous (SNRHW) landfill	*0.371*	*3.940*	*+3.569*

**Inert recovery and landfill have a total indicative need of 19.919Mt over the plan period, with an estimated remaining void space of 15.886Mt (around 90% of which is associated with the

restoration of mineral extraction sites), leaving a deficit of 4.033Mt. This deficit is able to be accommodated however through void space created from mineral extraction operations that are or will be permitted over the plan period.

The net capacity figures in the table above are not ceilings for recycling, treatment or recovery of waste. As such, proposals will, in principle (and provided they are in accordance with Policy 4: Providing for Waste Management), be supported if any of the following scenarios apply:
(a) it would assist in closing a gap identified in the table, provided such a gap has not already been demonstrably closed; or
(b) it would assist in closing a new gap identified in the future, with such identification to be set out in the annual monitoring of the Plan; or
(c) it moves waste capacity already identified in the above table up the waste hierarchy.

PROVIDING FOR WASTE MANAGEMENT

3.44 This Policy sets out an overarching spatial strategy for waste recycling, treatment and recovery processes, alongside landfill and landraising, with appropriate policy criteria to take account of all new waste management sites and facilities. It also clarifies how new waste management proposals within the planning permission boundary of existing waste management sites will be considered, particularly where these fall outside of the locational criteria set out in Policy 4, but are already established waste sites; whilst also clarifying that new and/or improved Water Recycling Centres will be considered outside of this policy and instead in Policy 11. It is important to guide future waste management development to the most appropriate locations, particularly in the absence of site specific allocations to meet identified needs, whilst acknowledging the important part played by existing waste management sites in the plan area.

3.45 In developing the policy criteria, the Councils consider it appropriate to direct most waste management facilities to the main settlements that exist in the plan area, these being the areas which generate the greater proportion of waste arising, as well as having the better infrastructure (e.g. main highways) to accommodate proposals. The Councils also believe it is appropriate to identify existing and allocated employment land as a suitable location for many types of future waste management development, recognising that waste management development is now often located in buildings and can be indistinguishable from other industrial uses which operate alongside it. However, there is no guarantee waste management facilities will come forward on employment land because of viability or other locationally specific reasons, or due to a lack of available land. Accordingly, other locations could be considered, via the criteria based policy below.

3.46 Whilst new waste management sites and facilities will be directed to the main settlements that exist in the plan area through the locational criteria of Policy 4, the Councils acknowledge that there may be instances where waste management sites or facilities that already exist outside of these main settlements may be appropriate for either:

- temporary recycling opportunities e.g. landfill sites where additional facilities linked to the life of the temporary permission could help push waste up the hierarchy; or
- alternative or additional waste management facilities within the planning permission boundary of existing permanent waste sites.

In such instances, when considering the locational criteria based assessment the Councils will, in principle, support the use of an existing waste site for new waste management facilities. However, the consideration and support in principle to such uses, including temporary uses linked to the life of an existing waste site, should not be taken as support for permanent facilities, or for an intensification of a site where the benefits do not outweigh the harm when assessed against the wider policies of the Development Plan.

3.47 Like the previous Plan, this Local Plan also seeks to embed waste management facilities in new settlements. This could be temporary demolition and construction recycling facilities on a site during the construction phases, to permanent waste management facilities located within new communities.

3.48 In line with Objective 2 of this Plan, the Councils are keen to support opportunities to contribute positively to the sustainable management of waste, thereby seeking to move waste up the hierarchy, especially where proposals are able to demonstrate that they align with the wider objectives and policies contained within this Plan, in addition to the principles contained within Policy 4 below. In particular, support for recycling and re-use proposals that sit at the upper end of the waste hierarchy (just below prevention and minimisation) are encouraged to come forward to assist the councils in not only achieving the aspiration of moving waste up the hierarchy set out in Objective 2 of this Plan (which is set in the context of new self-sufficiency for the Plan area), but also helping to achieve the wider climate change aspirations set out in Policy 1.

3.49 The benefits of co-location of waste management facilities is also acknowledged by the Councils, particularly where facilities can show why co-location would be beneficial or can complement existing waste streams e.g. where outputs of one recycling waste stream can benefit further recycling or recovery from waste that is already taken to the original waste site or where the synergies of the operations can

be understood and justified; which is why a locational criteria based assessment is not required in such instances by the second half of Policy 4. For the avoidance of doubt, such benefits will need to be considered on a case-by-case basis, and the policy should not be read as a blanket approval for further waste management extensions or new sites or facilities, just because a waste site already exists in the area.

3.50 The policy below does not make specific reference for applicants to potentially enter into binding restrictions on catchment areas, including tonnages and/or waste types. However, such restrictions might be necessary in order to limit excess waste entering the area and to make acceptable an otherwise unacceptable development.

3.51 As well as being a strategic policy for waste management, the policy below also sets out specific policy for specialist types of waste management i.e. medical and research waste, agricultural waste and hazardous waste streams. Appendix 3: The Location and Design of Waste Management Facilities also provides guidance on the location of waste management facilities, and should be used to inform the location of waste management facilities in the plan area.

POLICY 4: PROVIDING FOR WASTE MANAGEMENT

Across the plan area, existing and committed waste sites meet the majority of identified needs as set out in Policy 3, with the present forecast capacity gap over the plan period being less than substantial. As such, the strategy of this plan is not to make specific allocations for new waste sites. Instead this policy sets out a broad spatial strategy for the location of new waste management development; and criteria which will direct proposals to suitable sites, consistent with the spatial strategy.

In line with Objective 2 of this Plan, the Councils aim to actively encourage, and will in principle support the sustainable management of waste, which includes encouraging waste to move as far up the waste hierarchy as possible, whilst also ensuring net self-sufficiency over the Plan area. In order to ensure this aim can be met, waste management proposals must demonstrably contribute towards sustainable waste management, by moving waste up the waste hierarchy; and proposals for disposal must demonstrate that the waste has been pre-treated and cannot practicably be recycled. Proposals which do not comply with this spatial strategy for waste management development must also demonstrate the quantitative need for the development.

Unless otherwise supported by policy provision under one of the sub-headings in the second half of this Policy, the locational strategy of this Plan is that new or extended waste management facilities should be located within the settlement boundary* of the existing or planned main urban areas of: Cambourne, Cambridge, Chatteris, Ely, Huntingdon,

Littleport, March, Northstowe, Peterborough, Ramsey, Soham, St. Ives, St. Neots, Waterbeach New Town, Whittlesey or Wisbech.

Where the proposed use and operations are potentially suitable within an urban setting (with suitability predominantly determined by applying policies in the Development Plan), then proposals should first consider the use of either:

(a) employment areas (as identified in the Development Plan as being suitable for industrial and storage or distribution type uses) within the settlement boundary of the above identified urban areas; or
(b) any 'strategic' employment areas over 10ha (as identified in the Development Plan as being suitable for industrial and storage or distribution type uses), which might not necessarily be located at one of the above identified urban areas.

Where such sites are demonstrated not to be available or suitable, using a proportionate amount of evidence, then support will be given, in principle, to locating facilities on other suitable sites within the urban areas identified above; or on the edge of them where it is demonstrated that the development is compatible with surrounding uses (including the physical size and throughput of the proposed development); and where there is a relationship with the settlement by virtue of landscape, design of the facility, and highway access. In applying these provisions, proposals should prioritise, and substantial weight will be given to, the use of suitable brownfield land within the above identified urban areas.

New waste management proposals that are unable to demonstrate benefits of co-location under part 2 of this policy, that are within the planning permission boundary of existing waste management sites (i.e. where extensions to the site area is not required) that already operate outside of the main settlements identified in the locational criteria above will, in principle, be supported. Each case will be considered on its own merits and will be assessed against all the policies within the Development Plan. For the avoidance of doubt, proposals for Water Recycling Centres will be considered under the provisions of Policy 11, rather than this Policy.

Waste Management Facilities - New Strategic Development Areas:
Waste management facilities in new strategic development areas (i.e. 1,500 homes or more, or 10ha or more for employment sites) will be supported where they are of a scale, use and accessibility to enable communities and businesses within that strategic development area to take some responsibility for their own waste.

Waste Management Facilities - Rural Areas:
Only waste management facilities which are located on a farm holding, and where the proposal is to facilitate agricultural waste recycling or recovery (the majority of which is generated by that farm holding) will, in principle, be supported. Outdoor composting proposals which require the importation of waste material will be determined in

accordance with wider policies of the Development Plan.

Waste Management Facilities - Medical or Research Sites:
Waste management facilities which are located on a medical or research site, and where the proposal is to facilitate the suitable management of waste generated by that site will, in principle, be supported.

Waste Management Facilities - Co-location:
Opportunities to co-locate waste management facilities together, or with complementary activities, as explained within the supporting text for this policy will, in principle, be supported, particularly where relating to:

- employment sites;
- industrial estates;
- mineral extraction and processing sites (for temporary proposals for aggregate and/or inert recycling facilities associated with extraction and processing and, where benefits are demonstrated, to the restoration of a mineral site); or
- integrated waste management development that has specific links to the existing waste management operations already taking place on a site.

Proposals for co-location will not be supported if the benefits do not outweigh the harm when assessed against the wider policies of the Development Plan.

Waste Management Facilities - Non-Hazardous Waste Disposal:
Where the need for additional capacity for the disposal of non-hazardous waste is demonstrated such capacity must be provided through extension to existing Non-Hazardous Waste and Stable Non-Reactive Hazardous Waste (SNRHW) disposal sites, unless the extension for additional capacity would prejudice the wider strategic objectives of this plan and supporting appendices or it is demonstrated that a new standalone site would be more sustainable and better located to support the management of waste close to its source. It may also be supported where it is demonstrated that it is required for reasons of site stability or to address a potential pollution risk.

Waste Management Facilities - Inert Waste Disposal:
The deposit of inert waste to land will normally be permitted only within a Mineral Development Area (MDA) or Mineral Allocation Area (MAA). Proposals for the deposit of inert waste to land in other areas may only be permitted where:

(c) there are no MDAs or MAAs within the plan area which can accommodate the inert waste in a timely and sustainable manner; or
(d) there is clear and convincing evidence that the non-MDA/MAA site would be more suitable for receiving the inert waste; or
(e) landfill engineering is required for reasons of land stability.

Waste Management Facilities - Stable Non-Reactive Hazardous Waste (SNRHW) Disposal:
Where the need for additional capacity for the disposal of SNRHW is demonstrated such capacity will only be permitted at, or through an extension to, existing SNRHW and Non-Hazardous Waste disposal sites unless the extension for additional capacity would prejudice the wider strategic objectives of this plan and supporting appendices.

Waste Management Facilities - Hazardous Waste Treatment and Disposal:
Proposals for the disposal of hazardous waste will only be supported in exceptional circumstances, and where it is demonstrated that there is a clear need for such a facility to be located in the plan area. Proposals for hazardous waste treatment will be supported where there is a demonstrated need, and will be considered in the context of the Development Plan and opportunities to move waste up the hierarchy in line with Objective 2.

Waste Management Facilities - Landraising:
Landraising will only be permitted in exceptional circumstances where there is a need for a waste disposal facility to accommodate waste arising that cannot be accommodated by any other means.

*a 'settlement boundary' is that which is defined on the relevant Policies Map for the area (e.g. a village envelope or urban area boundary). If no such boundary is identified on the Policies Map, it will constitute the edge of the built form of the settlement or, should an edge be defined in words (rather than map form) in a Local or Neighbourhood Plan, then that definition will be used in that local area.

5. WASTE MANAGEMENT SPECIFIC POLICIES

WASTE MANAGEMENT AREAS (WMAS)

5.1 Waste Management Areas (WMAs) are specific sites identified on the Policies Map for waste management facilities and consist of both existing operational sites, and committed sites (i.e. those with planning permission but which are not yet operational) that make a significant contribution to managing any waste stream. Policy 3: Waste Management Needs sets the policy framework for WMAs.

5.2 This Plan does not allocate any sites for future waste management development. An up-to-date Waste Needs Assessment prepared alongside this Plan did not identify any capacity gaps which justify the allocation of sites. Proposals for any future waste management development, including new waste proposals within a WMA, can be dealt with through Policy 4: Providing for Waste Management and other policies in this document. As such, Policy 10 has been created to first, enable WMAs to be identified on the Policies Map and second, to deal with alternative development coming forward e.g. household or employment uses, rather than new waste proposals that will be considered under Policy 4. Furthermore for the avoidance of doubt, criterion (a) below includes Neighbourhood Plans.

5.3 Please note that Policy 16: Consultation Areas (CAs), which should be read in conjunction with the Policy below, also covers proposals which fall within a WMA as well as within 250m of its boundary. The following policy focuses only on development within WMAs themselves.

POLICY 10: WASTE MANAGEMENT AREAS (WMAS)

Waste Management Areas (WMAs) are defined on the Policies Map and identify existing or committed waste management facilities that make a significant contribution to managing any waste stream. Waste management proposals within WMAs will be considered under Policy 4. Within a WMA, new non-waste management development will not be permitted other than:

(a) proposals which are compatible for that specific site as identified in the non-Mineral and Waste Plans that make up the Development Plan for the area; or
(b) proposals which demonstrate clear wider regeneration benefits which outweigh the harm of discontinued operation of the site as a WMA, together with a demonstration to the Waste Planning Authority as to how the existing (or recent) waste stream managed at the site will be (or already is being) accommodated elsewhere.

the improvement or extension to existing sites, will be supported in principle, particularly where it is required to meet wider growth proposals identified in a Development Plan.

CONSULTATION AREAS (CAS)

6.4 Consultation Areas (CAs) are buffers around Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs) and Water Recycling Areas (WRAs).

6.5 They are designated to ensure that such sites are protected from development that would prejudice operations within the area for which the buffer is identified, or to protect development that would be adversely affected by such operations (for example residential development being located close to a waste site and subsequently suffering amenity issues).

6.6 Buffers are typically 250m around the edge of a site (400m in the case of WRAs). In defining CAs, each site is considered individually, and if circumstances have suggested the typical buffer from the edge of any site should be varied (e.g. due to mitigation proposals) then this has been taken into account.

6.7 CAs are designed to alert prospective developers and decision takers to development (existing or future) within the CA to ensure adjacent new development constitutes an appropriate neighbouring use and that any such permitted development reflects the agent of change principle. New neighbouring development can impact on certain mineral and waste management development and associated infrastructure, making it problematical for them to continue to deliver their important function. In line with the agent of change principle any costs for mitigating impacts on or from the existing minerals and/or waste-related uses will be required to be met by the developer.

POLICY 16: CONSULTATION AREAS (CAS)

Consultation Areas (CAs) are identified on the Policies Map, as a buffer around Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs) and Water Recycling Areas (WRAs). The Mineral and Waste Planning Authority must be consulted on all planning applications within CAs except:

(a) householder applications (minor development works relating to existing property); and
(b) advertisements.

Development within a CA will only be permitted where it is demonstrated that the development will:

(c) not prejudice the existing or future use of the area (i.e. the MAA, MDA, WMA, TIA or WRA) for which the CA has been designated; and
(d) not result in unacceptable amenity issues or adverse impacts to human health for the occupiers or users of such new development, due to the ongoing or future use of the area for which the CA has been designated*.

Within a CA which surrounds a WRA, and unless convincing evidence to the contrary is provided via an odour assessment report, there is a presumption against allowing development which would:

(e) be buildings regularly occupied by people; or
(f) be land which is set aside for regular community use (such as open space facilities designed to attract recreational users, but excluding, for example, habitat creation which is not designed to attract recreational users).

In instances where new mineral development, waste management, transport infrastructure or water recycling facilities of significance have been approved (i.e. of such a scale that had they existed at the time of writing this Plan it could reasonably be assumed that they would have been identified as a MDA, WMA, TIA or WRA), the policy principle of a CA around such a facility is deemed to automatically apply, despite such a CA for it not being identified on the Policies Map.

When considering proposals for non-mineral and non-waste management development within a CA, then the agent of change principle will be applied to ensure that the operation of the protected infrastructure (i.e. MAA, MDA, WMA, TIA or WRA) is not in any way prejudiced. Any costs for mitigating impacts on or from the existing minerals and/or waste-related uses will be required to be met by the developer. It is for the developer to demonstrate that any mitigation proposed as part of the new development is practicable, and the continued use of existing sites will not be prejudiced.

*Where development is proposed within a CA which is associated with a WRA, the application must be accompanied by a satisfactory odour assessment report. The assessment must consider existing odour emissions of the WRC at different times of the year and in a range of different weather conditions.

DESIGN

6.8 The following policy is primarily associated with waste management facilities, because such facilities normally include an element of permanent new build development, but could also apply to mineral proposals. Such development must be of a high quality design.

6.9 Appendix 3: The Location and Design of Waste Management Facilities provides specific guidance on the design of waste management facilities, and should be used to inform the design of waste management facilities in the plan area.

POLICY 17: DESIGN

All waste management development, and where relevant mineral development, should secure high quality design. The design of built development and the restoration of sites should be sympathetic to and, where opportunities arise, enhance local distinctiveness and the character and quality of the area in which it is located. Permission will be refused for development of poor design that fails to take the opportunities available to achieve this.

New mineral and waste management development must:

(a) make efficient use of land and buildings, through the design, layout and orientation of buildings on site and through prioritising the use of previously developed land;
(b) be durable, flexible and adaptable over its planned lifespan, taking into account potential future social, economic, technological and environmental needs through the structure, layout and design of buildings and places;
(c) provide a high standard of amenity for users of new buildings and maintain or enhance the existing amenity of neighbours;
(d) be designed to reduce crime, minimise fire risk, create safe environments, and provide satisfactory access for emergency vehicles;
(e) create visual richness through building type, height, layout, scale, form, density, massing, materials and colour and through landscape design;
(f) be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
(g) retain or enhance important features and assets (including trees and hedgerows) within the landscape, treescape or townscape and conserve or create key views; and
(h) provide a landscape enhancement scheme which takes account of any relevant landscape character assessments (including any historic landscape characterisation) and which demonstrates that the development can be assimilated into its surroundings and local landscape character;

and, where appropriate for the development:

(i) provide well designed boundary treatments (including security features) that reflect the function and character of the development and are well integrated into its surroundings; and
(j) provide attractive, accessible and integrated vehicle and cycle parking which also satisfies the parking standards of the Development Plan for the area, and incorporates facilities for electric plug-in and other ultra-low emission vehicles.

For waste management proposals, detailed design guidance can be found in Appendix 3: The Location and Design of Waste Management Facilities. This guidance provides a framework for creating distinctive places, with a consistent and high quality standard of design. Whilst the guidance provides a degree of flexibility, it will be used to assist in determining whether a proposal is consistent with the approach set out in this policy.

AMENITY CONSIDERATIONS

6.10 Minerals and waste management development can have the capacity to adversely impact on the amenity of local residents, businesses and other users of land. This could be in the immediate vicinity of the development, or for example along transportation routes associated with the development.

6.11 Development should aim to ensure that a high standard of amenity is retained and, where possible, enhanced, for all existing and future users of land and buildings which may be affected.

POLICY 18: AMENITY CONSIDERATIONS

Proposals must ensure that the development proposed can be integrated effectively with existing or planned (i.e. Development Plan allocations or consented schemes) neighbouring development. New development must not result in unacceptable adverse impacts on the amenity of existing occupiers of any land or property, including:

(a) risk of harm to human health or safety;
(b) privacy for the occupiers of any nearby property;
(c) noise and/or vibration levels resulting in disturbance;
(d) unacceptably overbearing;
(e) loss of light to and/or overshadowing of any nearby property;
(f) air quality from odour, fumes, dust, smoke or other sources;
(g) light pollution from artificial light or glare;

(h) increase in litter; and
(i) increase in flies, vermin and birds.

Where there is the potential for any of the above impacts to occur, an assessment appropriate to the nature of that potential impact should be carried out, and submitted as part of the proposal, in order to establish, where appropriate, the need for, and deliverability of, any mitigation.

RESTORATION AND AFTERCARE

6.12 Most mineral development is of a temporary nature, as is some waste development, notably that related to landfill. Development that is temporary in nature (other than temporary use of a permanent building) should always have an approved scheme for restoration and an end date by which this will have been implemented.

6.13 Achieving the satisfactory restoration of mineral sites and former waste management sites is of paramount importance. Restoration of mineral and waste sites must be done progressively, with sections of the site worked and then restored at the earliest opportunity. It is acknowledged however that the particular after-use of a site should be a matter for discussion on a case by case basis, as should the aftercare arrangements (with such aftercare potentially extending to 10 years or more).

POLICY 19: RESTORATION AND AFTERCARE

All mineral extraction related proposals, and all waste management proposals which are likely to be temporary in nature, must be accompanied by a restoration and aftercare scheme proposal, secured if necessary by a legal agreement.

Such a proposal must, where appropriate:

(a) set out a phasing schedule so as to restore available parts of the site to a beneficial afteruse as soon as is reasonably practicable to do so, and to restore the whole of the site within an agreed timeframe. Only in exceptional circumstances, such as where the afteruse is a reservoir or on very small sites where phasing is not practical, will a non-phased scheme be approved;
(b) reflect strategic and local objectives for countryside enhancement and green infrastructure, including those set out in relevant Local Plans and Green Infrastructure Strategies, in the Local Nature Partnerships vision and strategic proposals, as well as any applicable wider Development Plan objectives;

(c) contribute, if feasible, to identified flood risk management and water storage needs (including helping to reduce the risk of flooding elsewhere) or water supply objectives and incorporate these within the restoration scheme;
(d) demonstrate net biodiversity gain through the promotion, preservation, restoration and recreation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets;
(e) protect geodiversity and improve educational opportunities by incorporating this element within the restoration scheme, by leaving important geological faces exposed and retaining access to them; and
(f) incorporate within the restoration scheme amenity uses, such as formal and informal sport, navigation, and recreation uses.

Where it is determined that restoring the land to agricultural use is the most suitable option (in whole or part), then the land must be restored to the same or better agricultural land quality as it was pre-development.

In the case of mineral workings, restoration schemes which will contribute to addressing or adapting to climate change will, in principle, be supported e.g. through flood water storage; through biodiversity proposals which create habitats that enhance ecological networks (and thus assist species to adapt to climate change); and/or through living carbon sinks.

Any site specific restoration and after-care requirements are set out in Policy 2: Providing for Mineral Extraction. Where there is a conflict between this policy and Policy 2, then the provisions of Policy 2 take precedence.

BIODIVERSITY AND GEODIVERSITY

6.14 Cambridgeshire and Peterborough have a range of sites recognised for their environmental quality, a number of which have international status. It is considered appropriate to include a comprehensive policy within this Local Plan which reflects the Councils' approach to biodiversity and geodiversity. Through development management processes, management agreements and other positive initiatives, the Councils will, therefore:

- aid the management, protection, enhancement and creation of priority habitats (including lowland calcareous grasslands, woodlands and hedgerows, rivers, lowland meadows and floodplain grazing marsh) and populations of protected species, with the overall aim to achieve a demonstrable net gain in biodiversity;
- promote the creation of an effective, resilient, functioning ecological network throughout the plan area, consisting of core sites, buffers, wildlife corridors

and stepping stones that link to each other and to wider green infrastructure across the plan area (and/or potentially in adjoining local authority areas) and to respond to and adapt to climate change;
- safeguard the value of previously developed land where it is of significant importance for biodiversity and/or geodiversity; and
- work with developers and Natural England to identify a strategic approach to great crested newt mitigation, where this is required, on major sites and other areas of key significance for this species.

POLICY 20: BIODIVERSITY AND GEODIVERSITY

International Sites
The highest level of protection will be afforded to international sites designated for their nature conservation or geological importance. Proposals having an adverse impact on the integrity of such areas, that cannot be avoided or adequately mitigated to remove any adverse effect, will not be permitted other than in exceptional circumstances. These circumstances will only apply where:

(a) there are no suitable alternatives;
(b) there are imperative reasons of overriding public interest; and
(c) necessary compensatory provision can be secured.

Development proposals that are likely to have an adverse effect, either alone or in-combination, on European designated sites must satisfy the requirements of The Conservation of Habitats and Species Regulations 2017 (as amended), including determining site specific impacts and avoiding or mitigating against impacts where identified.

National Sites
Development proposals on land within or outside a Site of Special Scientific Interest (SSSI), and which is likely to have an adverse effect on it (either individually or in combination with other developments), will not be permitted unless the benefits of the development clearly outweigh both the adverse impacts on the features of the site and any adverse impacts on the wider network of SSSIs.

Local Sites
Development likely to have an adverse effect on locally designated sites, their features or their function as part of the ecological network, including County Wildlife Sites and Local Geological Sites, will only be permitted where the need and benefits of the development clearly outweigh the loss and the coherence of the local ecological network is maintained.

Habitats and Species of Local and Principal Importance
Where adverse impacts are likely on the protection and recovery of priority species and habitats, development will only be permitted where the need for and benefits of the development clearly outweigh these impacts. Where adverse impacts are likely on other locally important habitats and species as identified by the Cambridgeshire and Peterborough Biodiversity Partnership, the benefits of development must outweigh these impacts. In both cases, appropriate mitigation and/or compensatory measures will be required.

Biodiversity and Geodiversity in Development
All development proposals must:

(d) conserve and enhance the network of geodiversity, habitats, species and sites (both statutory and non-statutory) of international, national and local importance commensurate with their status and give appropriate weight to their importance;
(e) avoid negative impacts on biodiversity and geodiversity;
(f) deliver a measurable net gain in biodiversity, proportionate to the scale of development proposed, by creating, restoring and enhancing habitats and enhancing them for the benefit of species;
(g) where viable opportunities arise, contribute to the delivery of the Local Nature Partnership vision to 'double land for nature';
(h) where necessary, protect and enhance the aquatic environment within, adjoining or functionally linked to the site, including water quality and habitat. Where appropriate, proposals should identify Water Framework Directive (WFD) (or equivalent, if superseded) waterbodies in the vicinity of the proposal, and set out how WFD status will be protected and, if opportunities arise, improved, with any mitigation proposed being suitable and appropriate to the water body affected. For riverside development, proposals should consider options for riverbank naturalisation. In all cases regard should be had to the Cambridgeshire Flood and Water SPD or Peterborough Flood and Water SPD (or their successors); and
(i) for mineral extraction proposals, enable periodic temporary access in order to record, sample and document the geodiversity.

Unless national policy or legislation provides an alternative but similar mechanism, mineral and waste management proposals must (unless a decision taker would clearly not benefit from it) be accompanied by a completed biodiversity checklist (see respective planning authority website for details) and must identify features of value on and adjoining the site and to provide an audit of losses and gains in existing and proposed habitat. Where there is the potential for the presence of protected species and/or habitats, a relevant ecological survey(s) must be undertaken by a suitably qualified ecologist. The development proposals must be informed by the results of both the checklist and survey.

Mitigation of Potential Adverse Impacts of Development
Development should avoid adverse impact on existing biodiversity and geodiversity features as a first principle. Where adverse impacts are unavoidable they must be adequately and proportionately mitigated. If full mitigation cannot be provided, compensation will be required as a last resort where there is no alternative.

THE HISTORIC ENVIRONMENT

6.15 The Mineral and Waste Planning Authorities recognise that the historic environment plays an important role in the quality of life experienced by local communities and the proposed approach is to protect, conserve and seek opportunities to enhance the local area's rich and diverse heritage assets and their settings, for the enjoyment of current and future generations.

6.16 Nationally designated heritage assets within the plan area include Scheduled Monuments, Listed Buildings, Conservation Areas and Registered Parks and Gardens. The designation of heritage assets has largely focused on more tangible or visible interest, and as such, there are many areas of archaeological interest which are of national importance that are not scheduled. Designated sites receive statutory protection under heritage protection legislation. However, others that are considered locally significant (such as ridge and furrow) or, that may not yet be identified (such as in the case of archaeological interests), do not. Such assets may present an important resource in terms of place-making and developing an understanding of our history, which if not addressed early may be lost.

6.17 It is acknowledged that both minerals and waste development has the potential to affect different types of heritage assets and their setting. However, minerals development, more so than waste, is generally an intensive activity in relation to potential impacts on the historic environment owing to its extractive nature. As such, any necessary Heritage Statement should also consider potential for archaeology at depth. To do so a geoarchaeological deposit model looking at the characteristics, dates and distribution of deposits and natural landforms across the site and their likely potential for archaeology of all periods, may be required.

6.18 In addition to helping assess Palaeolithic potential, a deposit model would also pick up features such as palaeochannels, islands and extensive peat deposits, of potential for prehistoric and later periods. It might be based on existing Geotechnical site investigation information and/or involve the drilling of purposive boreholes, test pits and deep-penetration geophysics transects (ERT and EMI). Lidar information could also be useful. Also, the assessment might need to consider dewatering impacts and changes in water flow patterns. Where, for example, the minerals extraction sites lie on floodplains buried archaeological remains are likely to be waterlogged. Therefore

the likely impact of the minerals extraction on the water table and water flow patterns both during extraction and following reinstatement should be investigated in tandem with the assessment and evaluation of archaeological potential. There may be impacts on the archaeology of areas downstream of the extraction site and on any archaeology 'preserved in situ' remaining in unquarried areas within the site itself.

6.19 For all the above reasons, it is important that appropriate information and evidence is available to inform the decision making process, ensuring that the potential impact of the proposal on the historic environment and the significance of heritage assets (including non-designated assets) and their setting is understood. In the case of archaeology, such interests are often not identified until the process of assessment or evaluation has begun. Where there is thought to be a risk of such interests being present a phased approach for assessing the significance of heritage assets involving desk-based assessments, non-intrusive surveys and field evaluations may be required.

POLICY 21: THE HISTORIC ENVIRONMENT

The Councils recognise the desirability of sustaining and enhancing the significance of heritage assets (and their setting); the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; the desirability of new development making a positive contribution to local character and distinctiveness; and the opportunities to draw on the contribution made by the historic environment to the character of a place.

As such, all mineral and waste management proposals will be subject to the policy requirements set out in the NPPF, including striking an appropriate balance between harm and public benefit, but, as a first principle, development should avoid harm on the historic environment.

To assist decision makers, all development proposals that would directly affect any heritage asset and/or its setting (whether designated or non-designated), must be accompanied by a Heritage Statement which, as a minimum, should:

(a) describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest;
(b) identify the impact of the development on the special character of the asset (including any cumulative impacts); and
(c) provide clear and convincing justification for any harm to, or loss of, the significance of a heritage asset (from its alteration or destruction, or from development within its setting).

The level of detail in the Heritage Statement should be proportionate to the asset's significance and sufficient to understand the potential impact of the proposal on its significance and/or setting.

Where appropriate, and particularly for minerals development proposals, the Heritage Statement must also consider:

(d) the hydrological management of the site and the potential effects that variations in the water table or water flow patterns may have on known or potential archaeological remains. This assessment may be required to address an area beyond the planning application boundary; and
(e) the potential for palaeolithic or later archaeology at depth, possibly making use of, where appropriate, a deposit model looking at the characteristics and distribution of deposits and natural landforms across the site and the likely potential for archaeology of all periods.

WATER RESOURCES

6.20 Cambridgeshire and Peterborough are identified as being within an area of serious water stress. Adopted and emerging District Local Plans are all introducing the optional water efficiency standard for new homes, reflecting such evidence. Increasing demands for water arising from growth, and potential impacts from, in particular, mineral workings could serve to have a detrimental impact upon the quantity or quality of surface or groundwater resources. That said, mineral development (normally in the form of the restoration scheme) can also have a net benefit on the water environment, through, for example, flood alleviation and winter water storage. It should be noted that any dewatering proposals which result in the abstraction of groundwater at a rate greater than 20 cubic metres per day, will need to obtain the relevant permit from the Environment Agency.

6.21 Development proposals which include hard surfaces and buildings should incorporate Sustainable Drainage Systems (SuDS) wherever feasible to address the risk of surface water and sewer flooding and provide wider environmental benefits including biodiversity net gain and water quality enhancement. However, this will not be feasible in all cases and the Councils will consider the nature of the use proposed and whether this places and limitations on the incorporation of SuDS when determining planning applications.

6.22 The Environment Agency (EA) advises that in areas of severe water stress or where aquifers or surface water resources are abstracted to environmental limits, a licence or permit may not be issued or could be issued with a significant restrictions, e.g.

seasonal only abstraction. Operators are advised to seek advice from the EA early in the site selection and design process. The issuing of de-watering licences, where all water is returned to the environment, is likely to be less restrictive than for consumptive water use e.g. mineral washing, discharged dewatering and concrete batching. The EA has a presumption against issuing new water abstraction licences for consumptive activities. If a developer or any other interested party has any questions on the contents of this paragraph, including the definition of the terms used, then please seek advice from the EA.

6.23 Please note that the Cambridgeshire Flood and Water SPD referred to in the policy below was not formally adopted by the County Council but rather by each individual District Council within Cambridgeshire. The County Council has, however, endorsed its contents.

POLICY 22: FLOOD AND WATER MANAGEMENT

Mineral and waste management development will only be permitted where it can be demonstrated (potentially through a detailed hydrogeological assessment) that there would be no significant adverse impact on:

(a) the quantity and quality of surface or groundwater resources;
(b) the quantity and quality of water abstraction currently enjoyed by abstractors unless acceptable alternative provision is made; and
(c) the flow of groundwater at or in the vicinity of the site;

Development located on sites in areas known to be at risk from any form of flooding will only be permitted following:

(d) the successful completion of a sequential test (if necessary) and an exception test if required, with both tests applying climate change allowances to define flood risks;
(e) the submission, where appropriate (as defined by national policy), of a site-specific Flood Risk Assessment, setting out appropriate flood risk that:
    i. defines the flood zones in relation to the proposal;
    ii. demonstrates the impacts of climate change on the flood zones, over the lifetime of the development;
    iii. demonstrates that a sequential approach has been taken to the design of the layout of the proposal, placing those aspects of the development most sensitive to the impacts of flooding in the area of lowest flood risk;
    iv. demonstrates that appropriate mitigation measures have been incorporated into the development so that there will be no negative off-site impacts to people and property and that the users will be safe for the lifetime of the development; and

v. demonstrates that all reasonable actions have been taken to contribute to the overall reduction of flood risk.

(f) the consideration of any necessary ongoing maintenance, management of mitigation measures and adoption and that any relevant agreements are in place; and

(g) where built development is proposed, the incorporation of Sustainable Drainage Systems (SuDS) wherever feasible into the proposals.

All proposed development will be required to incorporate adequate water pollution control and monitoring measures.

Proposals should also have due regard to the latest policies and guidance in the Cambridgeshire Flood and Water SPD and the Peterborough Flood and Water Management SPD (or their successors).

TRAFFIC, HIGHWAYS AND RIGHTS OF WAY

6.24 Cambridgeshire and Peterborough's road network is heavily used, with a high proportion of Heavy Commercial Vehicles (HCVs) (i.e. heavy goods vehicles, plus a wide range of farm related vehicles which use the road network). Mineral and waste management operations can add significantly to this congested network, and primarily means even further increase in HCV usage.

6.25 Much of the road network is historic, and often goes through the middle of settlements, which themselves are ill designed to cope with the volume and type of traffic, especially HCVs. Cambridgeshire County Council has adopted a HCV route map which can be found at cambridgeshire.gov.uk/freight-map.

6.26 On occasions when HCV routing arrangements and / or HCV signage are deemed necessary and reasonable to make a development acceptable, binding agreements will be sought either through planning conditions or legal agreements, to ensure suitable routes and signage are identified and controlled in line with guidance from the Highway Authority, in accordance with any identified HCV Route Maps. Any binding agreements will be agreed on a case by case basis, and will be monitored, including investigations into any alleged breaches, in line with the adopted Enforcement Plans[12].

[12] The authorities enforcement plans can be found at:

https://www.peterborough.gov.uk/council/strategies-policies-and-plans/compliance-and-enforcement-policy

https://www.cambridgeshire.gov.uk/business/planning-and-development/planning-applications/planning-enforcement-and-monitoring.

6.27 Section 9 of the NPPF (2019) sets out detailed national policy on transport related matters, but further local policy is necessary.

6.28 In addition to the policy below, any site specific policies elsewhere in this Plan which set out specific Traffic, Highways and Rights of Way matters will need to be addressed for that particular site.

POLICY 23: TRAFFIC, HIGHWAYS AND RIGHTS OF WAY

Mineral and waste management development will only be permitted if:

(a) appropriate opportunities to promote sustainable transport modes can be, or have been, taken up, to the degree reasonably available given the type of development and its location. If, at the point of application, commercially available electric Heavy Commercial Vehicles (HCVs) are reasonably available, then development which would increase HCV movements should provide appropriate electric vehicle charging infrastructure for HCVs;
(b) safe and suitable access to the site can be achieved for all users of the subsequent development;
(c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree;
(d) any associated increase in traffic or highway improvements would not cause unacceptable harm to the environment, road safety or residential amenity, and would not cause severe residual cumulative impacts on the road network; and
(e) binding agreements covering lorry routing arrangements and/or HCV signage for mineral and waste traffic are agreed, if any such agreements are necessary and reasonable to make a development acceptable.

Use of HCV Route Network
Where mineral and/or waste is to be taken on or off a site using the highway network, then all proposals must demonstrate how the latest identified HCV Route Network is, where reasonable and practical to do so, to be utilised. If necessary, arrangements ensuring that the use of the HCV Route Network takes place may need to be secured through an appropriate and enforceable agreement. Any non-allocated mineral and waste management facility in Cambridgeshire which would require significant use of the highway must be well related to the HCV Route Network.

Public Rights of Way
During all phases of development, including construction, operation and restoration, proposals must make provision for suitable and appropriate diversions to affected public

rights of way, and ideally the enhancement of the public rights of way network where practicable. Opportunities should be taken for the provision of new routes and links between existing routes, especially at the restoration stage. Priority should be given to meeting the objectives of any Rights of Way Improvement Plans. Where development would adversely affect the permanent use of public rights of way (including temporary diversions) planning permission will only be granted where alternative routes are provided that are of equivalent convenience, quality and interest.

SUSTAINABLE USE OF SOILS

6.29 Agricultural land is an important national resource, and together Cambridgeshire and Peterborough have a larger proportion of high quality agricultural land than any other area in England.

6.30 Much of that high quality agricultural land is peat based. In addition peat soils are an important asset for a number of other reasons:

- Climate change: the soils are formed by wetland vegetation and store millions of tonnes of carbon. Peat soils release previously stored carbon when they are dry. UK peats therefore represent both a threat and an opportunity with respect to greenhouse gas emissions. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mismanagement or neglect could lead to these carbon sinks becoming net sources of greenhouse gases.
- Biodiversity: peat soils support internationally important fen, fen meadow, wet woodland and lake habitats. These also support rare and important plant and invertebrate communities.
- Archaeology: owing to the soil conditions, there is great potential for archaeology to be well preserved, giving an insight into the past.
- Palaeoenvironments: peat has accumulated over time and thus incorporates a record of past climatic and environmental changes that can be reconstructed through, for example, the study of its stratigraphy and pollen content, leading to increased knowledge of the evolution of the landscape.
- Water: peat soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrients and pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.

6.31 This combination of benefits makes it important for a policy to be included in the Plan in respect of proposals on peat based soils.

6.32 Advice on the sustainable use and protection of peat soils, including the need for the