

- 3.1 Waste disposal is subject to two main sources of control: (a) planning legislation and (b) licensing under the Environmental Protection Act 1990. Site licensing is dealt with by the Environment Agency. Site licences specify the exact nature and quantity of waste materials to be deposited and cover issues of public health, protection of water and operational matters.
- 3.2 Conditions on any planning permission for waste disposal may cover issues relating to land-use, aesthetic control (eg landscaping, tree planting) and phasing of working. Control may also be exercised through planning obligations (eg on lorry routeing).
- 3.3 As waste regulation authority the Environment Agency is required to advise the Secretary of State on the production of a waste strategy¹, while as waste planning authority the County Council has to produce a waste local plan. The waste local plan may be combined with a minerals local plan, as in the case of this Local Plan. District councils are required to produce recycling plans.
- 3.4 When this Plan was placed on Deposit in 1993 there was no definitive Government guidance on waste planning. A draft planning policy guidance note published in June 1992 on planning and pollution control suggested that:

“Waste local plans should address all types of waste development for which the county, or district in Wales, is the development control authority, including scrap yards, clinical and other types of waste incinerator, landfill and landscaping sites, waste storage facilities, dredging tips, recycling and waste reception centres, waste processing and composting plants, concrete crushing and blacktop reprocessing facilities, and bottlebanks.”

Current Government guidance is given in PPG23 Planning and Pollution Control.

- 3.5 In October 1992 SERPLAN produced waste planning guidelines². These regard the priorities for dealing with waste as:
- “(i) minimisation at source;
 - (ii) re-use and recycling as much as is feasible;
 - (iii) increased use for energy production;
 - (iv) increased emphasis on reduction by incineration and other engineering processes;
 - (v) disposal of residual waste by landfill or, where appropriate, by land raising.”

¹ This will replace the Waste Disposal Plan 1989–1999 which was published by the County Council in 1989 and prepared under the provisions of the Control of Pollution Act 1974.

² Waste – Its Reduction, Re-use and Disposal: Regional Waste Planning Guidelines, RPC 2266, SERPLAN, October 1992.

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- 3.6 The minimisation of waste at source is largely outside the scope of planning control. It relies on action by individuals, district councils (as refuse collection authorities) and other agencies. Nevertheless, it is something which the County Council is actively encouraging.
- 3.7 The Structure Plan states:

WD1 Facilities will be provided and proposals encouraged which increase recycling of materials, limit waste generation, or provide environmentally acceptable alternatives to landfill. On landfill sites the Council will encourage schemes to use landfill gas energy sources.



County Council recycling and waste reception centre at Redbridge.

- 3.8 In 1991 the County Council adopted the target of recycling 50% of all Oxfordshire household waste by 1999 – double the target set by the Government in ‘This Common Inheritance’¹.
- 3.9 The SERPLAN guidance suggests that each county in the South East should be self-sufficient in dealing with its own waste, other than that requiring specialised facilities of a regional or a sub-regional nature. It also suggests that each county should make an appropriate contribution to meeting regional needs which arise from London and some counties in the region being unable to deal with all of their own waste. The County Council accepts both of these points and considers that all those wastes produced within the county, including special, hazardous and prohibited wastes, should be disposed of within the county except where a facility exists outside the county to which it is appropriate that particular categories of waste should be transported for treatment.

¹ *This Common Inheritance – Britain’s Environmental Strategy, Department of the Environment, September 1990.*

- 3.10 W1 The County Council considers that Oxfordshire should be self-sufficient in dealing with its own waste, other than that requiring specialised provision of a sub-regional or regional nature, and will seek to ensure that the necessary facilities are available to achieve this.
- 3.11 W2 Provision will be made to accept waste from London and other parts of the South East for treatment and/or disposal within Oxfordshire, provided that the treatment or disposal is consistent with regional, Structure and local plan policies. Proposals for the treatment or disposal of waste from London requiring road transport for the principal component of its journey will not be permitted.
- 3.12 The County Council wishes to encourage further re-use and recycling of waste. It therefore welcomes proposals for development which enable this, provided that the development is consistent with its other planning policies. Development in open countryside or the Green Belt will not normally be acceptable but may be permitted in the countryside where the criteria of policy W4 are met, and in addition in the Green Belt policy EN5 of the Structure Plan and the guidance of PPG2¹ will be adhered to. Where redevelopment or change of use is proposed of a site in the countryside on which there is an existing authorised permanent industrial or similar use, the objection to the development for waste recycling or re-use in the countryside will be lessened, but the redevelopment should be of no greater impact than the existing use. Where such sites exist in the Green Belt it will be necessary to meet the policies of PPG2, Structure and local plans.
- 3.13 The Structure Plan states:

EN5 There will be a Green Belt around the built up area of Oxford, approximately 4-6 miles wide, where development will be severely restricted. The purposes of the Green Belt are to:

- 1. protect the special character of Oxford and its landscape setting;*
- 2. check the growth of Oxford and prevent ribbon development and urban sprawl; and*
- 3. prevent the coalescence of settlements.*

Development in the Green Belt will generally only be permitted for agriculture, forestry, and recreation. Residential in filling or other appropriate development in settlements in the Green Belt may be permitted provided it does not conflict with the purposes of the Green Belt or its open and rural character. Some settlements within the Green Belt will not be covered by Green Belt policies in order to allow limited expansion.

Care will be taken to ensure that the visual amenities of the Green Belt are not injured by development within, or conspicuous from, the Green Belt which, although not prejudicial to its main purpose, might be inappropriate by reason of siting, materials or design.

1 PPG2 Green Belts, Department of the Environment, January 1995.

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- 3.14 This is the basis on which the Secretary of State granted planning permission for the waste reception and recycling centre at Redbridge on the southern edge of Oxford. Similar considerations apply to the County Council's proposals for a waste reception and recycling centre at Langford Lane, Kidlington (see Inset Map 6).
- 3.15 **W3** Proposals for re-use/recycling will normally be permitted provided that:
- (a) the site is close to the source of the waste and/or the market for the re-used/recycled material;
 - (b) the site is well related to appropriate parts of the transport network, and located where the number and length of motorised journeys is likely to be minimised;
 - (c) the proposal will not cause unacceptable nuisance in terms of noise, dust, fumes, smell, visual intrusion or traffic;
 - (d) the proposal will not pose an unacceptable risk to the water environment;
 - (e) the proposal does not conflict with Structure and Local Plan policies.
- 3.16 **W4** Proposals for re-use/recycling and ancillary processes will not normally be permitted in the open countryside unless:
- (a) there is an established overriding need and there is no other suitable site available and/or,
 - (b) the development is to form part of a mineral extraction/landfill site and will be removed on completion of extraction/landfill.
- 3.17 **W5** In all cases waste treatment plant, buildings, machinery and stockpiles must be properly screened from the surrounding landscape. Such screening – by landscaping or other means – should be in place before any waste stockpiling or treatment begins.
- 3.18 **W6** The County Council will seek to develop a waste reception centre on the north side of Oxford in a manner which encourages recycling of household and minor trade wastes. Subject to there being no more acceptable site on the north of Oxford, and subject to the detail of the development meeting policy W3(c) and W5, a waste reception centre will be developed at Langford Lane.
- 3.19 During the period of this Local Plan it is unlikely that there will be significant energy production from waste, partly because of the relatively small scale of most landfill sites and their location away from major centres of population. Nonetheless, methane from some landfill sites is now being used to produce energy and, for example, electricity is being generated by the use of waste gas from the sewage works at Sandford-on-Thames. There may also be some scope for electricity generation by burning waste as a fuel.

- 3.20 The County Council encourages such developments. Insofar as they may need planning permission they will be assessed against existing Structure and Local Plan policies.
- 3.21 There is unlikely to be a large increase in waste disposal by incineration in Oxfordshire in the short term because (a) there is not sufficient concentration of population to justify the considerable investment needed and (b) there are at present enough landfill sites available.
- 3.22 In recent years an average of some 1,194,000 tonnes per annum of waste has been generated in Oxfordshire.

Figure 5 – Average waste generated in Oxfordshire 1991–1995 by waste type (thousand tonnes).

<i>Waste type</i> ¹	<i>Apr 90-Mar91</i>	<i>Apr 92-Mar 93</i>	<i>Apr 94-Mar 95</i>	<i>Annual average</i>
Type A	529	628	760	639
Type B	364	304	324	331
Type C	234	187	252	224
TOTAL	1,127	1,119	1,336	1,194

Figure 6 indicates how much waste might be generated in Oxfordshire over the Plan period if generation continued at the average rate shown in Figure 5:

Figure 6 – Average waste generated in Oxfordshire projected to 2006 (thousand tonnes)

<i>Waste type</i>	<i>Average rate</i>	<i>No of years 1995-2006 inclusive</i>	<i>Total waste generated</i>
Type A	639	x 11	7,029
Type B	331	x 11	3,641
Type C	224	x 11	2,464
TOTAL	1,194	x 11	13,134

The bulk of the waste generated in Figure 5 was landfilled within Oxfordshire. Figure 7 indicates that on average some 1,391,000 tonnes of waste was landfilled in Oxfordshire each year. This includes waste imported from London primarily by rail.

¹ *Type A – primarily inert eg brick, subsoil*
Type B – primarily industrial/commercial eg plastic, metal, paper
Type C – primarily household, includes all putrescible material

Figure 7 – Average landfill disposals including imported waste 1991-1995 (thousand tonnes)

Waste type	Apr 90-Mar 91	Apr 92-Mar 93	Apr 94-Mar 95	Annual average
Type A	532	618	681	610
Type B	386	303	348	346
Type C	443	416	446	435
TOTAL	1,361	1,337	1,475	1,391

The average annual landfill of 1,391,000 tonnes includes an average import of 253,000 tonnes of mainly type C waste from London each year.

Figure 8 shows that the void that would be needed to landfill waste at previous average rates over the Plan period would be 15.212 million cubic metres.

Figure 8 – Void needed to landfill waste in Oxfordshire up to 2006 at previous average rates

Waste type	Average landfill disposals	No of years 1995-2006 inclusive	Total landfill (thousand tonnes)	Converted to cubic metres	Total void (mcm)
Type A	610	x 11	6,710	÷ 1.5	4.473
Type B	346	x 11	3,806	÷ 0.8	4.758
Type C	435	x 11	4,785	÷ 0.8	5.981
TOTAL	1,391	x 11	15,301	—	15.212

3.23 SERPLAN has published Advice on Planning for Waste Reduction and Disposal in the South East 1994-2005 (12 years) (SERPLAN report RPC 2700). To take account of the need to reduce reliance on landfill, SERPLAN has assumed that minimisation of waste at source, re-use and recycling will lead to a 25% reduction in the amount of waste requiring disposal from 2000. The advice from SERPLAN is that Oxfordshire needs to make provision for:

a)	Oxfordshire waste	11.41
b)	contribution to regional needs	0.94
		<hr/> 12.35 mcm

The void space in Oxfordshire identified in the 1993 South East Waste Regulation Advisory Committee (SEWRAC) waste survey is:

a)	with consents	9.75
b)	sites in the Deposit Draft Local Plan	6.38
		<hr/> 16.13 mcm

However, the 1993 SEWRAC figures are already out of date because of recent waste disposal and restoration proposals, and the deletion from the Deposit Plan of sand and gravel sites which would have been restored using waste.

Figure 9 indicates the most up-to-date situation as at October 1995.

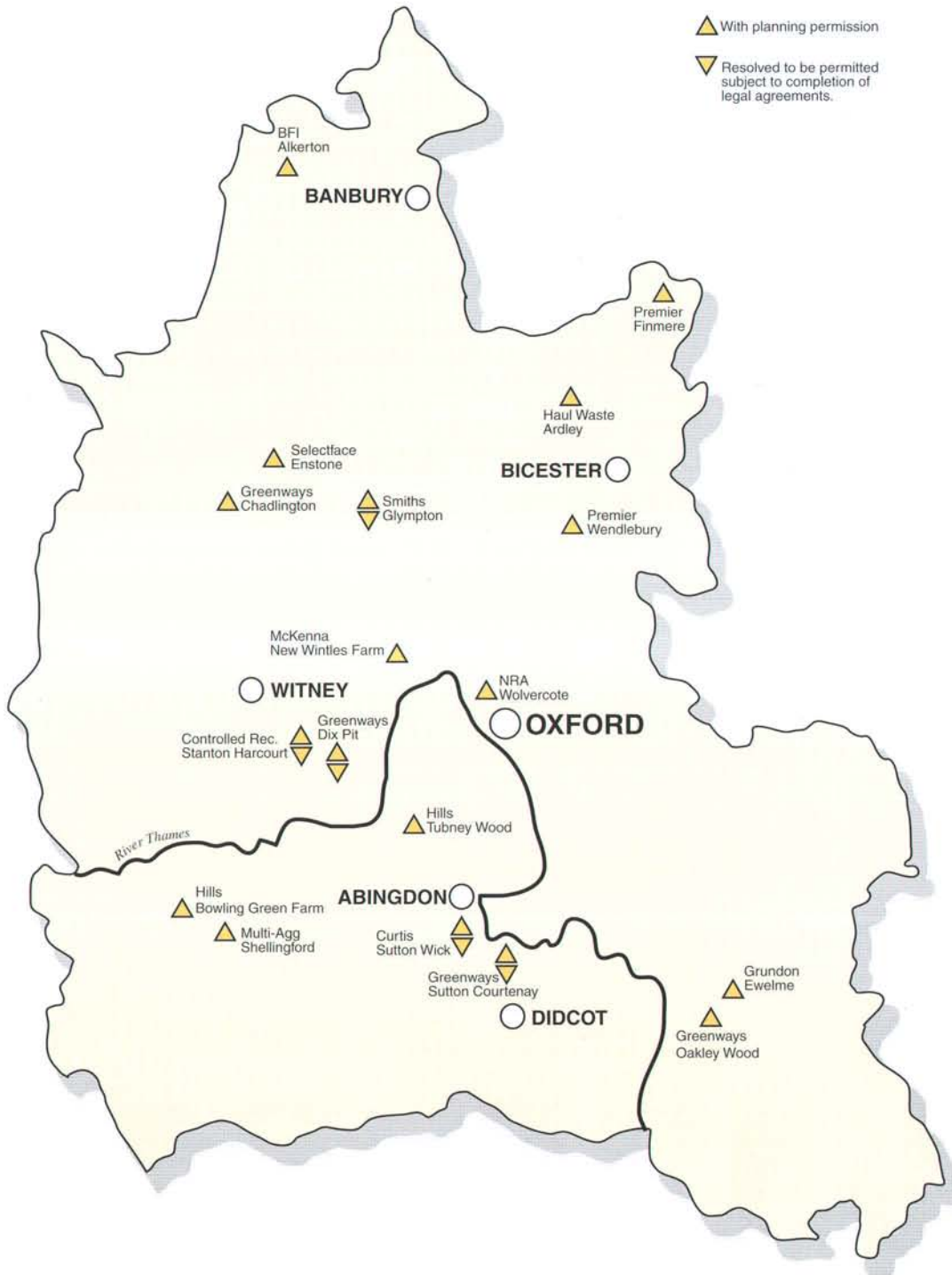
Figure 9 – Sites permitted for waste disposal, agreed or allocated in the Local Plan, October 1995

Site	Void (mcm)
(a) Sites with planning permission	13.89
(b) Sites awaiting completion of legal agreements	
Sutton Courtenay	4.50
Sutton Wick	0.25
Dix Pit	1.00
Stanton Harcourt	0.04
Glympton	0.36
	—
	6.15
(c) Site allocated in the Minerals & Waste Local Plan	
Sutton Wick	0.50
Total void potentially available for landfill during the Plan period	
(a) + (b) + (c)	20.54

Figure 10 shows the location of sites with planning permission and those awaiting legal agreements. The site allocated in this Plan for waste disposal is shown on Inset Map 2.

- 3.24 The SERPLAN report points out that Oxfordshire should seek to make provision for 12.35 mcm of waste between 1994 and 2005. If waste disposal by landfill continues at present average levels, then some 15.212 mcm of void space would be needed during the Plan period. Present planning permissions, sites agreed in principle subject to the completion of legal agreements, and sites allocated in this Local Plan, provide void space amounting to some 20.54 mcm. In simple terms therefore, there is sufficient void space available in Oxfordshire during the Plan period to enable the Council to meet the aims of Local Plan policies W1 and W2. The County Council will continue to monitor supply of void space against waste which is likely to be landfilled. In the event that localised shortfalls do occur, and/or there is a mismatch between the type of waste which needs to be disposed of, and the suitability of permitted or identified void space to take that waste, new proposals will be assessed against policy W7.

Figure 10 – Location of sites for disposal of waste by landfill in Oxfordshire



- Notes
- Based on 1995 SEWRAC Survey updated and corrected to October 1995.
 - Some sites with planning permission may not be licensed.
 - Licences and/or planning permissions may restrict the range of wastes that can be disposed of.
 - Planning permissions for less than 100,000 cubic metres of void are not shown.

- 3.25 W7 To control the release and location of landfill sites in such a way as to ensure that satisfactory restoration is progressively achieved with the least possible harm to the environment. Proposals will therefore be assessed against the following criteria:
- a) there is a definite need for the facilities which cannot be met by existing or permitted landfill sites;
 - b) there should be no material damage or disturbance to the environment or to the amenities of residential and other sensitive uses or buildings, both during and after operation, by reason of noise, dust, vermin, smell, gas and other pollution, or long-term damage to the visual amenities;
 - c) the proposed filling should not raise or impede the floodplain of rivers and streams or create risk of pollution of surface or underground water courses;
 - d) the proposal will cause no material damage to any feature of importance within a Site of Special Scientific Interest or other site of nature conservation importance which cannot be protected by measures incorporated within the proposal;
 - e) the proposal will cause no material damage to an ancient monument or archaeologically important area requiring permanent preservation;
 - f) the proposal will not adversely affect an Area of Outstanding Natural Beauty or of High Landscape Value;
 - g) in the case of proposals in the Green Belt the development should not injure the visual amenities of the Green Belt or conflict with its purposes because of inappropriate siting, scale or design;
 - h) the proposed access to the site, and transport routes for carrying waste to it, are suitable for the volume and nature of traffic which may be expected;
 - i) the site and the methods of operation proposed are capable of progressive restoration and completion within an acceptable period having regard to the particular circumstances in each case;
 - j) proposals for sites must meet with the hydrological and geological requirements for safe disposal of the particular waste concerned;
 - k) where waste disposal might damage the visual amenities of an area during the period of operation, the site will be screened by earth mounding, tree planting or other techniques appropriate to the area.

3 Waste disposal



Clay cell in preparation for waste disposal at Dix Pit

3.26 The Structure Plan contains the following policies to control the disposal of waste by landfill:

WD3 There will be a strong presumption against waste disposal by landfill except into old mineral workings and other artificial depressions. Disposal on agricultural land will not normally be permitted unless it can be demonstrated that it is necessary to improve the agricultural quality of the land, and there will be no other conflicts with the criteria set out in WD2¹.

WD4 In order to avoid transport of large volumes of waste on public roads, planning permission may be granted for the disposal of excavated material from major road building schemes close to the road, provided it does not cause serious local environmental problems. Priority will be given to proposals to fill borrow pits excavated to provide materials for the route, and otherwise proposals should comply with the criteria set out in WD2. Such disposal will only be permitted for specific projects and where there is no equally acceptable site already permitted or allocated for landfill or other means of disposal and where the material cannot be better used in the landscaping of the new road. Such disposal will not be regarded as setting a precedent for further waste disposal proposals.

3.27 The policies in this Local Plan on protecting the environment and on individual areas, give further guidance on the detailed implications of landfill.

¹ Structure Plan policy WD2 is now policy W7 of this Plan.