

# North Plymstock Area Action Plan

## Public Examination

<b>Document Number:</b>	<b>PCC Test 7H</b>
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<b>Title:</b>	<b>Would the waste development proposal at Moorcroft Quarry have a harmful effect on the local environment to the detriment of either the health or amenity of residents of the area, if so are there any measures which might mitigate such impacts and is the requirement to identify 8ha of land for waste development justified?</b>
<b>Examination Session:</b>	<b>7H</b>

## Summary of key issues

1. The development of 8 ha of land in Moorcroft Quarry for waste management facilities is unacceptable due to concerns about the impact this will have on people's health and the environment.

## Context

2. The submitted Core Strategy for Plymouth requires the preparation of a Waste Development Plan Document (Waste DPD), which should identify sites where new waste management facilities can be located and specifically to explore options in the Chelson Meadow and Moorcroft Quarry areas. The 'Waste' chapter of the Core Strategy sets out the strategic context, information and the strategic policies for waste development in the City. The 'soundness' of the Core Strategy was subject to examination in public early this year and the Inspectors report is expected before this examination session.
3. The City Council is preparing a Waste DPD, for the whole City. It will include the allocation of sites for new waste management infrastructure. The Waste DPD Preferred Options was published in July 2005, it identified five sites as potential locations for 'strategic waste management sites'. Two of these sites fall within the North Plymstock AAP area, being at Chelson Meadow and Moorcroft Quarry. The next formal stage of the production of the Waste DPD will be the publication, later this year, of the Waste DPD Submission version, which will be subject to its own examination in public.
4. The Waste DPD and emerging proposals for sites for new waste management infrastructure are supported by an extensive and robust evidence base in the form of:
  - a) Future Waste Requirements, July 2005. (CD49)
  - b) Waste Site Assessments, July 2005. (CD50)
  - c) Waste Options Report, July 2005. (CD51)
5. The land identified in Moorcroft Quarry for potential future waste development are part of the former quarry and it consists of two zones. The western part (see map at Annex 2) is reclaimed low grade land, currently used for open storage. The northern part (see map at Annex 2) is currently a silt pond that is being progressively reclaimed. This latter part is identified on the Proposals map for NP15 as 'New Employment site'. This should be clarified as being part of the waste safeguarding area and not employment.

## The different roles of the Waste DPD and North Plymstock AAP in relation to waste development sites

6. The City Council intends to pursue the statutory allocation of sites for waste management development through the process of adoption of a Waste DPD. This will allow for the consideration of waste planning issues, and options for waste sites across the whole City. The Waste DPD will be informed by the emerging Waste Management Strategy, considering in much more depth the type and scale of waste management facility that should be provided for to meet the municipal waste management needs of Plymouth. The Waste DPD will also address the development needs associated with waste arising from other sources such as, commercial waste and construction and demolition waste.
7. The potential waste development sites have been presented in the North Plymstock AAP to reflect the content of the emerging Waste DPD. This is to ensure that local people and the plan itself are appropriately informed about the existence and impact of potential waste development allocations.
8. In this respect the potential waste development sites have been presented in this AAP as policies, to safeguard their potential use for waste development. However, the actual allocation of the sites as definite proposals is deferred to the Waste DPD process. This has been clearly presented in NP14 in regard to Chelson Meadow. However, the Council accepts that this is less clear in relation to NP15 for Moorcroft Quarry. This is due to NP15 consisting of two separate elements, the safeguarding policy for waste and the proposal for HQPT on the same site. This matter could be clarified by splitting NP15 in two, and presenting the HQPT as a separate proposal to that of the waste site safeguarding policy.
9. The Council considers it is appropriate to discuss the soundness of the waste site safeguarding policy approach taken in this AAP and the potential impacts of waste development in the area, in relation to NP15. However, the fuller consideration of the soundness of these sites as potential allocations, including the types and scale of facility that they might accommodate, will be presented and examined through the Waste DPD process.

### Detailed Points

Would waste development have a harmful impact on the health of residents of the area, if so can they be mitigated?

10. The Government's statement of national planning policy for waste is set out in PPS10 'Planning for Sustainable Waste Management'. Paragraphs 30 and 31 of PPS10 provide guidance on health issues. This guidance sets out that modern waste management facilities should pose little risk to human health. It also clarifies that the

consideration of the health implications of any waste management process is the responsibility of the pollution control agencies, but that the City Council should have regard to health issues in considering locations for such facilities. However, in doing so the Council should not carry out health impact studies, rather it should draw on Government advice and research.

11. The Government's 'Department for Environment, Food and Rural Affairs' (DEFRA) commissioned a review of the evidence and literature on the health and environmental impacts of waste management options. In May 2004 DEFRA published an extended summary of the "Review of Environmental and Health Effects of Waste Management: Municipal Solid Waste and Similar Wastes". This concludes that the modern practice of solid waste management has at most a minor effect on human health and the environment.
12. The study also puts the management of all municipal solid waste into context and identifies that emissions from waste management account for only 2.5% of all UK emissions and that this level of emission pales into insignificance in relation to that from transport, power production and peoples homes.
13. The City Council's Waste Sites Assessment evidence base takes account of the proximity of dwellings to potential waste management sites and it concludes that Moorcroft Quarry has potential to accommodate a range waste management uses, but not landfill.
14. The Council considers that this site is an appropriate location in principle for a waste management facility. The potential health issues for any particular waste management process will be considered at the planning application stage, but more particularly in relation to the site licensing regimes, that are controlled by the pollution control agencies. Where mitigation measures maybe required, such as operating processes indoor and in controlled environments, which will be enforced and monitored by the pollution control agencies.

Would waste development have a harmful impact on the amenity of the local environment of the area, if so can it be mitigated?

15. The site in general has the characteristics of both an active quarry and degraded industrial land but the site is well screened, it having been excavated well below natural ground level. There is a small amount of housing set back above the western fringe of the site, off Colesdown Hill and to the south, but which is well screened and separated from the quarry by a very significant landscaped bank. There are a few dwellings on Elburton Road whose gardens back more directly onto the quarry site access road.
16. The quarry already includes mineral, industrial and significant waste management processes. These create a character in which waste uses would not be out of place. There are potential environmental impacts of waste management uses, e.g by way of noise, dust, odour etc. These would present themselves to varying degrees, depending on the scale

and nature of a particular facility. However, these impacts can be controlled so that they do not give rise to harm. The attachment at Annex 1 is a table from the DEFRA Review (as described in paragraph 13) of the potential impacts of various waste management uses on the environment and their relative ability to be mitigated and effectively controlled.

17. The Sites Assessments evidence base considers the potential impacts of waste development on a range of amenity issues, see Appendix C of CD50 for Site Assessment Pro-forma. This testing frame work was applied to all the assessed sites. It concludes that Moorcroft Quarry is well separated form sensitive land uses and that mitigation is possible to control potential amenity impacts of waste development (CD50, Annex F Site ref E02). Transport impacts will need detailed appraisal at planning application stage and potentially mitigation measures, such as improvements to junctions, might be required to address detailed concerns. However as the site directly adjoins the A379, it is considered to have good access to the principal road network.
18. The Sustainability Appraisal of both the submitted AAP and Waste DPD Preferred Option demonstrates that this site is in principle a sustainable location for waste management development, but that particular care needs to be paid to the potential transport and water impacts. The Waste DPD will need to address these issues.
19. In itself this site possesses many of the characteristics which would be sought for the location of waste management uses. It is associated with existing 'heavy' industrial uses, there is a synergy between current uses on the site and waste management processes, it is on previously developed land, it is well screened and separated from residential areas, it is directly connected to the principle road network.
20. It is considered that a properly controlled and scaled waste management use on this site would not give rise to harmful effects on local amenity. This is supported by the site assessment evidence base and Sustainability Appraisal.

Is the requirement to identify 8 ha of land for waste development justified?

21. The submitted Core Strategy identifies Moorcroft Quarry as a general area of search for waste facilities. In the process of the examination of the Core Strategy (Test 6B Waste), the City Council suggested that it was not appropriate to specify the quantity of land for waste development in the general areas of search, as this was too specific for a Core Strategy. The Council considered that the amount of land needed for waste development should be arrived at through the Waste DPD, which would be informed by the emerging Waste Management Strategy.
22. The original amount of land identified in the Core Strategy for potential waste use in the Moorcroft Quarry area was 2 to 5 ha, whereas the AAP suggests up to 8 ha. The Council accepts that this is not clear

and, like the Core Strategy, it would be more appropriate to delete reference to the amount of land that should be safeguarded for waste use in the AAP. This is more properly dealt with in the Waste DPD.

23. The Council therefore considers that it is inappropriate, in the context of this AAP, to identify the amount of land which should be safeguarded. However, the Council considers it is appropriate to indicate in the plan the part of the site which should be safeguarded for its potential role as a strategic waste management site, but that this as an actual allocation will be subject to consideration in the Waste DPD process.

### **PCC Suggested Adjustments**

24. The existing plan is considered by the Council to be sound in respect to waste issues. However, the following amendments are suggested to improve the clarity of the plan in relation to the issues raised.
25. Amend NP 15, splitting it into two separate parts. One being a Proposal for the HQPT alignment and the other a Policy safeguarding the potential use of land within Moorcroft Quarry for waste management development, subject to the Waste DPD, also delete reference to the amount of land to be safeguarded for such waste use.
26. Amend the Proposals Map for NP15, by deleting reference to 'new employment sites' and replacing 'Potential Waste Development Safeguarding Area' and amending the map indicating the extent of land subject to the safeguarding policy, as set out in Annex 2.

### **Related Documents**

Plymouth City Core Strategy, submission version Aug 2006

Waste DPD Preferred Options, July 2005.

Future Waste Requirements, July 2005. (CD49)

Waste Site Assessments, July 2005. (CD50)

Waste Options Report, July 2005. (CD51)

PPS10 Planning for Sustainable Waste Management.

Review of Environmental and Health Effects of Waste Management: Municipal Solid Waste and Similar Wastes, DEFRA March 2005 (extended Summary dated May 2005).

PCC Core Strategy Paper on Test 6B Waste.

## ANNEX 1 Test 7J

### Summary of key environmental issues

Activity	Noise	Odour	Dust	Flora/ fauna	Soils	Water quality/ flow	Air quality	Climate	Building damage
Materials recycling facility	x	x	x	x	x	xx	xx	-	-
Composting	xx	xxx	xx	✓	x ✓	xx	xxx	x	-
Mechanical biological treatment	xx	xxx	xx	-	-	xx	xx	x	x
Anaerobic digestion	xx	xx	x	x ✓	x ✓	xx	xx	x	x
Gasification/ pyrolysis	xx	xx	xx	-	-	-	xx	x	x
Incineration with pre-sorting	xx	xx	xxx	xx	xx	xx	xxx	x	x
Incineration	xx	xx	xxx	xxx	xxx	xxx	xxx	x	x
Landfill	xxx	xxx	xx	xxx ✓	xxx	xxx	xxx	xxxx	x
Waste transfer stations	xx	xxx	x	-	-	xx	x	✓	-

Category	Meaning
✓	Direct or indirect benefit
-	No effect
x	Unlikely to be significant
xx	Potentially significant impact in some cases, but can be controlled
xxx	Impact can normally be controlled, but an issue at sites if design, engineering or operation falls below best practice
xxxx	An issue at all sites

Reproduced from page 38 'Review of Environmental and Health Effects of Waste Management: Municipal Solid Waste and Similar Wastes – Extended Summary' May 2004, DEFRA.



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Scale 1:6095

 Potential waste development safeguarding area

