CORE STRATEGY

DEVELOPMENT PLAN DOCUMENT

SUBMISSION DRAFT June 2007

This document can be provided in large print, on audio cassette, in Braille and in some other languages if required

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Core Strategy Development Plan Document

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CHAPTER 1: INTRODUCTION

WHAT IS THE MINERALS AND WASTE DEVELOPMENT FRAMEWORK?

- 1.1 Northumberland County Council is preparing a new type of Development Plan called the Northumberland Minerals and Waste Development Framework. The Minerals and Waste Development Framework is a folder of documents that will be the main guide for making decisions on planning applications for minerals and waste developments. It will include policies and proposals to guide minerals extraction sites and waste management facilities to the most appropriate locations. It will also have policies to secure the protection of people and the environment for the period to 2021. When adopted, it will replace both the Northumberland Minerals Local Plan and the Northumberland Waste Local Plan.
- 1.2 The Northumberland Minerals and Waste Development Framework will be part of the statutory development plan for Northumberland together with the Regional Spatial Strategy for the North East and the Local Development Frameworks being prepared by the District Councils and the Northumberland National Park Authority.
- 1.3 The Minerals and Waste Development Framework will not include the Northumberland National Park. Policies on minerals and waste within the Northumberland National Park will be contained in the Northumberland National Park Local Development Framework, which is the responsibility of the Northumberland National Park Authority to prepare as the Planning Authority for that area.

WHAT IS THE CORE STRATEGY?

- 1.4 The Core Strategy Development Plan Document will be the key strategic planning document in the Minerals and Waste Development Framework. It sets out the spatial vision, define a number of objectives and include a spatial development strategy as well as strategic policies to implement the vision and objectives.
- 1.5 The Core Strategy Development Plan Document does not include details of land allocations or detailed development control policies. These will be contained in separate, but complementary, Development Plan Documents.

HOW HAVE WE GOT HERE?

- 1.6 Stakeholder and community involvement from the earliest stages of preparing development frameworks is a fundamental requirement of the new planning system. Details of how stakeholders and local communities are involved in the preparation of the Minerals and Waste Development Framework are given in a document called the Statement of Community Involvement, which was adopted by the County Council in December 2005.
- 1.7 The consultation that has been undertaken in preparing the Minerals and Waste Development Framework is set out in Table 1.1. The comments received during these stages of preparing the Minerals and Waste Development Framework have been used to help refine the strategy set out in this document.

Table 1.1: Community and Stakeholder Involvement in preparing the Minerals and Waste Development Framework

Method of Involvement	Date
Establishment of Website	2004
Public Forums	February/March 2005
Stakeholder Workshop	March 2005
Issues and Options Report	June 2005
Peoples Panel Questionnaire	July 2005
Public Focus Group	February 2006
Waste Industry Focus Group	February 2006
Options for Site Specific Allocations	February 2006
Preferred Options Consultation	September 2006

- 1.8 The Core Strategy has now been submitted to the Secretary of State so that it can be subject to a public examination by an independent Planning Inspector. If you have concerns about the proposed strategy it is important that you make your comments during the six week consultation period. The Inspector at the examination will not consider comments made on the draft documents prepared earlier.
- 1.9 Following the consultation period the representations received will be independently examined. The purpose of the examination is to consider whether the plan is 'sound'. Appendix A provides more detail on the 9 tests of soundness. Representations should be directed towards the soundness of the document.
- 1.10 After the examination the Inspector will produce a report with recommendations on how the Core Strategy should be changed. The County Council must accept these recommendations. After making the changes, the Council will formally adopt the final document.

STRATEGIC ENVIRONMENTAL ASSESSMENT AND SUSTAINABILITY APPRAISAL

1.11 To ensure that the Minerals and Waste Development Framework is contributing towards sustainable development, each of its documents must comply with the requirements of the European Union Directive on Strategic Environmental Assessment¹ and must be subject to a Sustainability Appraisal. The Sustainability Appraisal provides a measure for the appraisal of the Northumberland Minerals and Waste Development Framework objectives and policies to ensure that they contribute to the aims of sustainable development. The Sustainability Report which accompanies this document fulfils these requirements.

APPROPRIATE ASSESSMENT

1.12 An assessment under the Habitats Regulations 1994 (known as an 'Appropriate Assessment') has also been carried out to assess the impacts of the policies in this document against the conservation objectives of relevant European nature conservation sites. The assessment determines whether the policies would adversely affect the integrity of any European nature conservation site in terms of its conservation objectives. These assessments are iterative, like that for the Sustainability Appraisal, and are documented in the Appropriate Assessment Report which accompanies this document.

HOW TO GET INVOLVED?

- 1.13 The County Council would welcome your views on the Submission Draft Core Strategy Development Plan Document.
- 1.14 Comments should be made online by visiting the Northumberland Minerals and Waste Development Framework webpage (www.northumberland.gov.uk/mwdf) and following the links to view and comment on the Submission Draft Documents. Search for the 'Core Strategy' and then click on the link to comment on the document.
- 1.15 Comments can also be emailed to 'planning@northumberland.gov.uk' or a response form can be posted to 'Minerals, Waste and Development Control, Northumberland County Council, County Hall, Morpeth, Northumberland, NE61 2EF'.
- 1.16 Comments on the document must be received by 10 AUGUST 2007. Only those responses received by this date will have the right to have them taken into account by the Planning Inspector.

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¹ Directive 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment

CHAPTER 2: CONTEXT

POLICY CONTEXT

- 2.1 Preparation of the Core Strategy has taken place within the context provided by Government planning policy and guidance, sustainable development advice, the emerging Regional Spatial Strategy for the North East (RSS), and the Community Strategies that have been prepared by the Local Strategic Partnerships within Northumberland. The Core Strategy needs to be consistent with national planning policy, must be in general conformity with the Regional Spatial Strategy and has to demonstrate clear links with the Community Strategies. In turn, the Core Strategy will be an important means by which these higher level strategies and policies are implemented.
- 2.2 The Northumberland Strategic Partnership has prepared a Community Strategy for the County to 2021, entitled "Releasing the Strength of our Communities". This document provides the overarching framework for the review of Community Strategies at the district level in Northumberland. A scoping report has been prepared on this overarching Community Strategy together with the Strategies prepared by the six Local Strategic Partnerships at the District level. This is to ensure that this Core Strategy is delivering relevant key themes identified in the Community Strategies.
- 2.3 The Core Strategy recognises the spatial aspects of other regional and local documents. These documents include the Regional Economic Strategy, the Northumberland Biodiversity Action Plan and the Northumberland Joint Municipal Waste Management Strategy.

A SPATIAL PROFILE OF NORTHUMBERLAND

PLAN AREA

- 2.4 Northumberland is the most northerly county in England, lying between the Tyne and Wear conurbation and County Durham to the south, Cumbria to the west and Scotland to the north (Figure 2.1). Northumberland has six Districts: Alnwick, Berwick-upon-Tweed, Blyth Valley, Castle Morpeth, Tynedale and Wansbeck.
- 2.5 Northumberland is the sixth largest county in England by size with a land area of 500,000 hectares, but has a population of just over 310,000 people, making it one of the smallest by population. Overall, the County has a very low population density of 62 people per square kilometre, which is the lowest in England and Wales. However, the geographical spread of the population varies greatly. Over 50% of the population lives in less than 5% of the area, giving an urban

concentration in the south east corner of the County and a very low population density in the rural north and west.

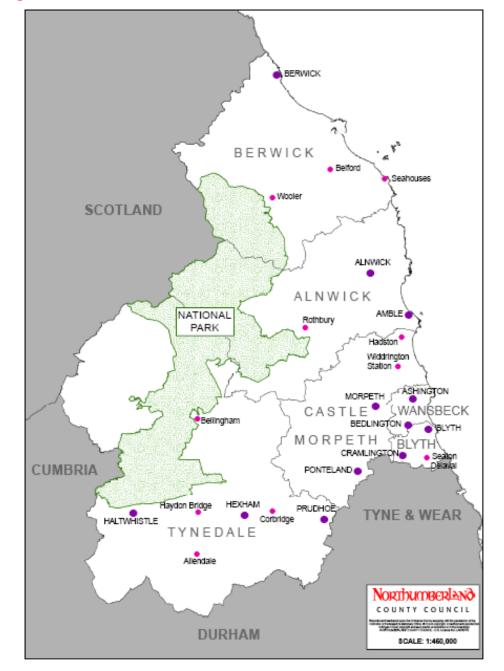


Figure 2.1: The Northumberland Context

2.6 Both the emerging Regional Spatial Strategy and the Regional Economic Strategy seek to strengthen the economy and increase population. Although the focus for this will be the conurbations, South East Northumberland is included within the Tyne and Wear city region and is identified as a priority area for regeneration. The Northumberland County and National Park Joint Structure Plan identifies the main settlements in this area as Ashington, Blyth, Bedlington and Cramlington, and requires that these towns are the focus for the majority of future development in Northumberland.

- 2.7 The emerging Regional Spatial Strategy recognises that the rural areas are important regional economic drivers. Protecting their environmental assets and creating sustainable rural communities based on rural service centres is seen as an important part of the renaissance of the region.
- 2.8 The rural north and west of Northumberland comprises the Districts of Alnwick, Berwick-upon-Tweed, Tynedale and the western part of Castle Morpeth. The majority of the population in the north and west of the County live in the service centres of Alnwick, Amble, Berwick-upon-Tweed, Haltwhistle, Hexham and Morpeth together with a number of small towns and villages. The North Pennines Area of Outstanding Natural Beauty and the Northumberland Coast Area of Outstanding Natural Beauty are also located within the rural west and north of the County. In addition, the Northumberland National Park, which is outside the area covered by the Northumberland Minerals and Waste Development Framework, is located within this area.
- 2.9 Over the next 10 to 15 years Northumberland is likely to experience a continued increase in population, although at a lower rate than has been the case in the past. The majority of the population will continue to live in the South East of the County. There will be an increase in economic activity linked to overall regional growth and, again, the majority of this will be located in South East Northumberland.

TRANSPORT

2.10 Northumberland has good north-south road links, with the A1 trunk road running the length of the County in the east. Other important north-south links include the A68/A696 and the A697. The A1 is dual carriageway to Morpeth, with additional sections of dualling further north. The A69 trunk road in the south of the County provides the main east-west link between Newcastle-upon-Tyne and Carlisle. This road is dual carriageway between Newcastle and Hexham. The main rail links in the County are the East Coast Main Line and the Tyne Valley Line. The ports of Blyth and Berwick-upon-Tweed also play an important part in the County's overall transport network.

THE ECONOMY

2.11 Employment in Northumberland stood at 107,100 in 2005. The past few years have witnessed a change in the structure of the Northumberland economy, with more than 6,000 jobs lost from manufacturing sectors compounding earlier losses in traditional industries, particularly coal mining. These have in part been offset by more than 8,000 new jobs in the service sector. In 2005, manufacturing industries accounted for just 11% of all jobs in

Northumberland, which is very similar to the percentage in the North East region and nationally. In contrast, Public Administration, Education and Health accounted for 38% of employment in the County, in comparison to 33% in the North East Region and 27% nationally.

- 2.12 According to the Annual Survey of Hours and Earnings, average earnings amongst employees working in Northumberland stood at £390 per week during 2006. This is less than the national average (£449) but compares more favourably with the North East average (£399). Economic growth is continuing in Northumberland, with a growth in GVA between 2004 and 2005 of 1.1%. This is below the regional growth in GVA of 2.3%.
- 2.13 In line with the priorities for new development, most new economic development will be in the South East of Northumberland.

NATURAL ENVIRONMENT

2.14 Northumberland has some of the North East Region's highest quality natural environment. This includes major areas of landscape importance such as the Northumberland Coast and North Pennines Areas of Outstanding Natural Beauty. The wealth of biodiversity interests is reflected in the number of sites designated for nature conservation. Northumberland has more than 20 internationally important nature conservation sites and over 100 nationally important nature conservation sites. Parts of Northumberland have been defined as Green Belt. This Green Belt area runs from the coast, south of Blyth, east and south of Cramlington, around Newcastle Airport and along the Tyne Valley to the east of Haydon Bridge.

HISTORIC ENVIRONMENT

2.15 Northumberland has an outstanding cultural and historic heritage. This is reflected in the number of designations of international and national importance. Northumberland contains Hadrian's Wall World Heritage Site, around 1,000 Scheduled Ancient Monuments, over 5,000 listed buildings and 17 historic parks and gardens. However, there is much more to the County's historic environment. The County has a rich historic landscape that has evolved over thousands of years of human activity and which contributes to Northumberland's special qualities.

MINERALS

2.16 Northumberland is rich in a number of mineral deposits. Northumberland produces a significant tonnage of opencast coal, but the last deep mine in the North East, Ellington Colliery, closed in 2005. It also produces hard rock and sand and gravel for aggregate use and

quality building stone for use in new build and restoration projects around the country. Clay is extracted with coal at the operational opencast coal sites and also from a dedicated clay extraction site supplying Swarland Brickworks. In addition, peat is extracted from 2 sites in north Northumberland. Exploration for oil and gas has taken place in parts of Tynedale and Castle Morpeth although it has not been exploited on a commercial basis. Northumberland also has reserves of metalliferous metals (lead, fluorite, barytes), which are found in the south-west of the County, but these have not been extracted for many years and are unlikely to prove commercially viable.

WASTE

2.17 Waste is any material or object which is no longer wanted and which requires management. Currently households in Northumberland produce around 180,000 tonnes of waste each year. However, waste is also produced by businesses, industrial processes and construction projects. It is estimated that approximately 1.4 million tonnes of commercial and industrial and construction and demolition waste is produced in the County per annum. Northumberland also produces hazardous waste, but this is only a very small amount of total waste arisings. In addition, it is estimated that just under 1 million tonnes of agricultural waste is produced in the County per annum. Wastes are also produced from the County's mineral workings. In line with policy priorities for waste management, recycling and composting rates have significantly increased during recent years in Northumberland.

KEY CHALLENGES

- 2.18 The policy context, spatial profile and comments received during the early stages of developing the Core Strategy and the feedback received on the Preferred Options consultation raise a number of challenges which need to be addressed:
 - Managing the County's mineral resources
 - Sustainable waste management
 - The environment and quality of life

MANAGING THE COUNTY'S MINERAL RESOURCES

- 2.19 The issues raised under this heading are:
 - There is a tension between the need to protect local communities and the environment from the impacts of mineral extraction whilst meeting society's need for minerals and recognising the social/economic benefits of the minerals industry

- Careful management of our mineral resources is important to ensure they are used efficiently and in a sustainable manner
- The emerging Regional Spatial Strategy is seeking to improve the economy of the region and increase its population and this has the potential to increase demand for primary minerals
- Efforts need to be made to increase the contribution from substitute or recycled material
- It is important to minimise transport impacts including reducing carbon emissions
- There are reasonably healthy landbanks for aggregate minerals but the location and quality of some material does not necessarily match market demand
- There is a need for reliable supplies of fuel for electricity generation
- There is a national and local demand for coal but there is the potential for significant local impacts
- An important local industry is a large consumer of coal

SUSTAINABLE WASTE MANAGEMENT

- 2.20 The issues raised under this heading are:
 - Recovering some value from waste through recycling and composting has greatly increased in Northumberland over the last few years
 - The emerging Regional Spatial Strategy is seeking to improve the economy of the region and increase its population and this has the potential to increase the production of waste
 - More needs to be done to reduce the amount of waste being sent to landfill in order to meet national and regional targets and to help deliver the increased recycling rates envisaged in several of the Community Strategies
 - The Minerals and Waste Development Framework has an important role in delivering the County Council's priorities for waste management which are being delivered through a Private Finance Initiative scheme
 - It is important to manage waste locally to help minimise transport impacts including reducing carbon emissions, and to help communities to take responsibility for their own waste
 - Most of the waste is produced in the south east of the County where the majority of the population and businesses are located

- Less waste is produced in the rural north and west of the County but the waste producers are more dispersed
- There is some cross boundary movement of waste mainly from Tyne and Wear into Northumberland and also from Northumberland into Tyne and Wear; and in the future from Northumberland to the energy from waste plant on Teesside
- The regional framework does not provide a comprehensive context for addressing cross boundary or city-region waste issues

THE ENVIRONMENT AND QUALITY OF LIFE

- 2.21 The issues raised under this heading are:
 - There are many areas in Northumberland that are important for biodiversity and landscape quality and a strong cultural heritage which need to be protected from inappropriate development
 - These assets can act as a constraint to development and can make the identification of minerals and waste sites difficult
 - Land used for minerals and landfill sites should be restored to an appropriate future use, of value to the local community and wider area
 - There is a strong regional and local policy emphasis through the emerging Regional Spatial Strategy, the Regional Economic Strategy and Northumberland's Community Strategies on enhancing the environment and improving peoples quality of life
 - Minerals and waste developments need to be carefully located so as to reduce the impacts of operations on local communities
 - It is important to reduce the need to transport minerals and waste
 - There is a need to take into account the impacts of climate change through the approach to planning for minerals and waste developments

CHAPTER 3: VISION AND OBJECTIVES

THE VISION

Our vision for Northumberland is a pattern of sustainable production and consumption of resources, achieved through their careful management and the minimisation of waste generation.

Demand for primary minerals will be reduced by encouraging the use of secondary and recycled materials before extracting new resources.

Where primary minerals need to be extracted, the emphasis will be to ensure that they are used carefully. An appropriate provision will be made for minerals which contribute to local, regional and national needs whilst conserving the County's environment, economy and quality of life.

Where waste is generated the emphasis will be on recovering some value from the waste. A network of waste management facilities will be established which will enable communities and businesses in the County to manage their waste in a sustainable way and which will help Northumberland contribute to the national, regional and local targets for waste recovery. The amount of waste going to landfill will be limited.

Minerals and waste developments will be located sensitively to minimise impacts on the environment, communities and businesses, and restoration will contribute positively to Northumberland's environment, economy and quality of life.

- 3.1 The need to achieve sustainable development has been placed at the heart of the Core Strategy for a number of reasons:
 - the feedback received in the early stages of preparing the Minerals and Waste Development Framework;
 - the priorities of the County's Community Strategies and emerging Local Development Frameworks;
 - the challenges facing the County: and
 - national and regional policy requirements.

THE OBJECTIVES

- 3.2 A number of core objectives have been identified to help measure progress towards achieving the vision.
 - A. To ensure that all development is sustainable, allowing society to meet its basic need for minerals and waste developments without compromising the quality of life of future generations

The Minerals and Waste Development Framework needs to ensure that minerals sites and waste management facilities can be delivered in a sustainable way. This means maximising the social and economic benefits in ways that protect and enhance the physical and natural environment.

B. To protect and enhance the natural, historic and cultural assets of Northumberland

Northumberland has a wealth of biodiversity, historic heritage and attractive landscapes. Maintaining and enhancing these assets will help sustain the distinctive character Northumberland and assist in the delivery of the Northumberland **Biodiversity** Action Plan and the environmental themes of the Community Strategies.

C. To reduce the impact of minerals and waste developments on communities

The Minerals and Waste Development Framework can make a significant contribution in support of the Community Strategies aspirations to improve quality of life through minimising the adverse impact of minerals and waste developments.

D. To reduce the need to transport minerals and waste in Northumberland through the careful location of new development and encouraging the use of alternatives to road transport

Reducing the need to travel by directing new development near to where the minerals are needed and where the waste is produced will help implement an aim of the Local Transport Plan which seeks to ensure that the movement of goods is carried out in a way that minimises environmental impact and damage. This objective will also assist in reducing the effects of climate change by reducing carbon emissions. E. To provide for a supply of minerals to contribute to national, regional and local requirements

This objective recognises that, to create sustainable communities and a thriving Northumberland economy, a supply of minerals is needed, but this needs to be balanced with the environmental capacity of Northumberland to accommodate such development.

F. To encourage the use of alternative materials where appropriate and protect resources from unnecessary sterilisation

Ensuring the prudent use of natural resources is an important part of reducing the impact that society has on the environment, is a key national planning objective for minerals and waste planning and will help implement the RSS strategy for minerals and waste.

G. To accommodate future waste capacity requirements in line with the requirements of Regional Spatial Strategy and the Northumberland Joint Municipal Waste Management Strategy

Planning Policy Statement 10 (PPS10) requires the Minerals and Waste Development Framework to demonstrate how capacity equivalent to at least 10 years of the annual rates set out in Regional Spatial Strategy for the North East could be provided. The Minerals and Waste Development Framework needs to facilitate the delivery of infrastructure required to implement the Northumberland Joint Municipal Waste Management Strategy

H. To maximise opportunities for people and businesses to minimise waste production, re-use, recycle and recover value from the waste that is produced and to dispose of unavoidable waste in ways which minimise harm to people and the environment

This will help drive waste management up the waste hierarchy, a key national objective for waste management.

I. To protect and enhance the attractiveness of Northumberland as a location for investment

It is important to ensure that the economic renaissance of Northumberland is not hindered by inappropriate development that may affect the attractive image of the County as a business location. J. To maximise the social and economic benefits of the minerals and waste industry

The minerals and waste industry can contribute to the economy of Northumberland through direct and indirect employment opportunities, which can help with economic regeneration. It also offers opportunities to secure wider benefits for the communities of Northumberland.

K. To ensure that minerals and waste sites are reclaimed to a high standard, creating quality places for people and wildlife

A sustainable minerals and waste industry means delivering sensitive reclamation to beneficial afteruses, a key objective for minerals planning in Minerals Policy Statement 1 (MPS1) and the RSS minerals and waste strategy. A Supplementary Planning Document will be prepared setting out the general principles for reclamation and good practice that sites will be expected to follow.

L. To seek the implementation of positive after-uses

After-uses which benefit communities and the environment will contribute positively to the environmental, social and economic fabric of Northumberland and help deliver some of the key environmental themes of the Community Strategies and the Northumberland Biodiversity Action Plan.

SPATIAL STRATEGY

- 3.3 The preceding sections set out the vision and the key objectives. This section sets out the basic spatial principles to deliver the vision and objectives. These principles are developed into policies in Chapters 4 to 8.
- 3.4 Six considerations underpin the strategy:
 - The Minerals and Waste Development Framework will seek to achieve development which is sustainable. That is ensuring a better quality of life for people now and in the future.
 - Northumberland's high quality environment should be protected.
 This is an important part of the vision and objectives. It will be a significant issue in determining the pattern of new development.
 The strategy will balance the need for development with the protection of the environment.

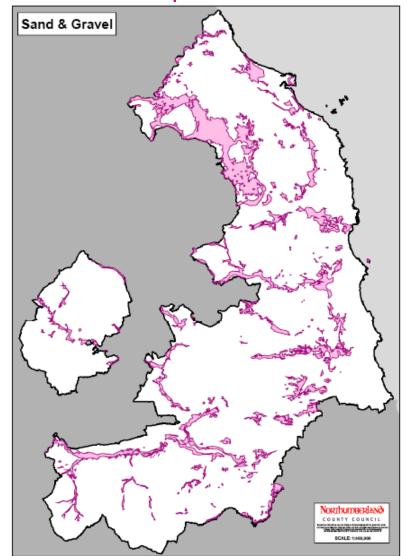
- The Minerals and Waste Development Framework will ensure the careful management of resources in order to balance society's demand for minerals with the need to conserve a finite resource.
- The Minerals and Waste Development Framework will follow sustainable waste management principles in establishing the framework for implementing the Regional Spatial Strategy and the County Council's requirement for waste management infrastructure.
- The Minerals and Waste Development Framework will seek to maximise the contribution that the minerals and waste industry can make to the social and economic development of the County including job creation and retention and wider community benefit to offset the loss of local amenity or environmental resources.
- The Minerals and Waste Development Framework will aim to secure effective and imaginative restoration of sites.
- 3.5 In the light of these considerations, the following sections summarise the spatial strategy that will guide the scale and location of new minerals and waste development.

MINERALS

3.6 Minerals can only be worked where they occur. This limits the spatial choices for future extraction. However, there are some basic criteria that will be adopted to ensure that future mineral extraction can be undertaken in a sustainable way. The main minerals in Northumberland are aggregates (sand and gravel and hard rock) and coal.

Sand and Gravel

3.7 Sand and gravel is found in four general locations in Northumberland – Milfield/Breamish area; the Alnwick-Morpeth-Ashington areas; Coquetdale and the Tyne/Derwent river valleys. However, extraction is concentrated in the North East of the County; and along the Tyne Valley focussing on the River Tyne catchment (see Map 3.1). The North East, in particular the Milfield-Breamish area contains reserves which are amongst the highest quality in the County.



Map 3.1: Sand and Gravel Deposits

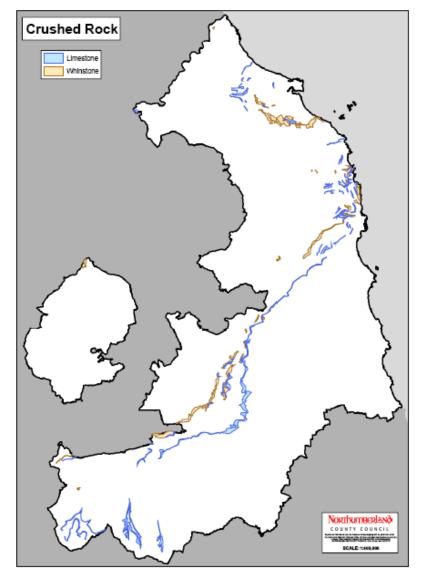
Source: British Geological Survey

- 3.8 Although much of the sand and gravel produced in Northumberland is used locally, it also supplies markets in Tyne and Wear and Scotland as well as further afield.
- 3.9 The total amount of sand and gravel that Northumberland needs to plan for over the period 2001-2021 has been agreed at the regional level. Meeting this apportionment will require a limited release of additional reserves. However, because of production capacity issues and planning permission expiry dates, there will be a more significant shortfall in annual production, with implications for meeting the apportionment on an annual basis. This is most apparent in the North East of the County, where the production capacity will limit the ability of sites to supply local markets in the earlier part of the plan period. There is also a mismatch between the proportion of supply that this area contributes and the reserves remaining. It is also the area where the better quality material is located.

- 3.10 The strategy for future sand and gravel development is:
 - To ensure that there is sufficient reserves to meet the apportionment requirement of 14.6 million tonnes over the period 2001-2021
 - To consider the County as a whole when meeting the sub regional and landbank requirements established in national and regional policy
 - To allow for some flexibility in the apportionment figures in recognition that sites may not yield the reserves anticipated or may not be able to produce the total reserve during the plan period
 - To keep supply local to reduce the transport of minerals around the County and to adjoining areas, so reducing impacts on local communities but also contributing to wider global issues of reducing carbon emissions.
- 3.11 This will be achieved by:
 - Prioritising the release of new reserves in the North East of the County as this area will experience a shortfall of reserves in the earlier part of the Plan period and contains higher quality reserves suitable for concreting
 - Limiting the release of reserves in the South West of the County until the later part of the plan period in order to maintain an appropriate contribution of supply throughout the plan period.

Crushed Rock

- 3.12 There are two principal sources of rock for aggregate use the Whin Sill and the Great Limestone. Map 3.2 shows the general location of the deposits. As with sand and gravel, much of the crushed rock produced in Northumberland is used locally, but it does meet a need from an area larger than the County, including markets in Tyne and Wear and further afield.
- 3.13 The amount of crushed rock that Northumberland needs to plan for over the period 2001-2021 has been agreed at the regional level. There are sufficient permitted reserves to meet this apportionment. However, production capacity issues and planning permission expiry dates do raise issues about continuity of supply over the apportionment period, in particular for annual production. This is most apparent in the North East of the County, where there is a mismatch between the proportion of supply that this area contributes and the reserves remaining.



Map 3.2: Crushed Rock Deposits

Source: British Geological Survey

3.14 The strategy for crushed rock is:

- To ensure that there is sufficient reserves to meet the apportionment requirement of 47.8 million tonnes over the period 2001-2021
- To consider the County as a whole when meeting the sub regional and landbank requirements established in national and regional policy
- To allow for some flexibility in the apportionment figures in recognition that sites may not yield the reserves anticipated or may not be able to produce the total reserve during the plan period

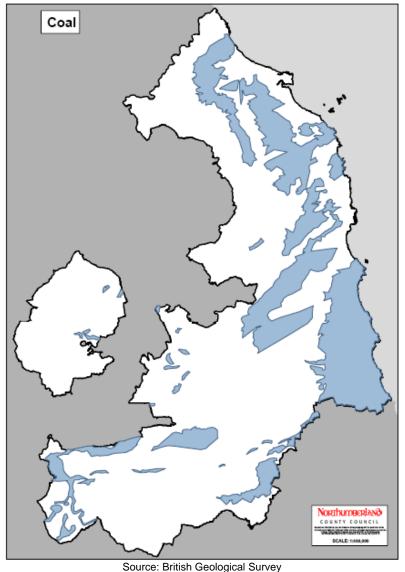
Submission Draft

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- To keep supply local to reduce the transport of minerals around the County and to adjacent areas, so reducing impacts on local communities but also contributing to wider global issues of reducing carbon emissions.
- 3.15 This will be achieved by:
 - Allowing for the release of new reserves in the North East of the County as this area will experience a shortfall of reserves in the earlier part of the Plan period
 - Only allowing the release of additional reserves in the South West of the County where local or environmental benefits can be secured.

Coal

- 3.16 In Northumberland the economic coal seams are generally found in the Coal Measures in the South East of the County and the southern side of the Tyne Valley (Map 3.3). The rocks of the Carboniferous Limestone Groups and Scremeston Coal Group occupy a much larger area of the County but generally comprise much thinner seams and are of limited economic value.
- 3.17 The focus for future coal development will therefore be the South East of the County. There are a number of policy issues in this area:
 - It is where most of the County's population live;
 - The settlements in South East Northumberland are relatively close together and the opportunity for environmentally acceptable new sites is reduced, especially bearing in mind the history of previous opencast coal mining in the area;
 - It is a priority area for regeneration; and
 - Alcan, a major local employer, is a large user of coal
- 3.18 The strategy for coal is to recognise the importance of Alcan in the local economy, but as a result of the closure of Ellington Colliery, that it is no longer possible to commit the County to the same level of local coal supply that has been the case in the past. The strategy will be based on facilitating the provision of a local supply of coal which does not adversely impact on the environment and communities. To achieve this, a supply of coal for Alcan will be afforded greater priority than provision for areas further afield.



Map 3.3: Coal Deposits

- 3.19 To implement this strategy the exposed Coal Measures will be classified into separate areas:
 - areas of significant constraint where opencast coal mining will be strongly resisted, because of the landscape, nature conservation or policy restraints (protecting communities and securing regeneration) which are present;
 - areas of less constraint, where economic deposits of coal exist, future extraction may be acceptable and which should be the main area of search for future sites; and
 - elsewhere, area of the Carboniferous Limestone Group and Scremerston Coal group which are of limited economic value.

Waste

- 3.20 National policy in Planning Policy Statement 10 requires that this document plans for the levels of waste arisings identified in the Regional Spatial Strategy. The projected waste arisings for commercial and industrial waste in the emerging Regional Spatial Strategy will be used to inform future capacity requirements in the County. However, the County Council, in its role as a waste disposal authority, has now completed a Private Finance Initiative (PFI) contract for future waste management infrastructure provision in the County. This included extensive modelling of future waste arisings based on more up to date information than that used to inform the emerging Regional Spatial Strategy. It is therefore proposed to use the figures prepared for the PFI proposal in terms of future Municipal Solid Waste arisings, targets for reducing waste growth and recycling/recovery targets rather than those set out in the emerging Regional Spatial Strategy.
- 3.21 The PFI scheme includes the provision of new and improved waste management infrastructure:
 - Improvements/development of new Household Waste Recovery Centres:
 - New materials recycling facility for processing dry recyclables;
 - Improvements/development of transfer stations; and
 - Expansion of an existing energy from waste plant in Teesside to burn the residual waste left after recycling/composting

The infrastructure requirements for Municipal Solid Waste and their location have already been determined through the PFI scheme and many of the new or improved facilities already have planning permission. This provides a context for many of the spatial choices that can be considered in the Core Strategy. However, the Core Strategy can help facilitate the delivery of this infrastructure.

- 3.22 The strategy for the scale and location of non hazardous (municipal solid waste and commercial and industrial waste) waste management facilities needs to maximise opportunities in the most sustainable and accessible locations, which means in locations where most of the people and businesses are and with good access to the transport network. Provision will therefore be focussed on the main towns, with most capacity being directed to the South East of the County. Smaller scale facilities will be appropriate in the secondary centres. Figure 2.1 identifies the main towns and secondary centres.
- 3.23 A sequential approach will be adopted for locating facilities, with priority being given to on-site management of waste, then appropriate industrial estates and brownfield land in the main towns and secondary centres, other suitable sites such as previously developed land or buildings or existing waste management facilities which are well served

- by the transport network. Facilities in the open countryside will be restricted to those requiring an open site.
- 3.24 There are three existing non hazardous landfill sites in the County. These are allowed to accept a wide range of waste types produced by households, businesses and industry. Two are located in South East Northumberland (Ellington Road and Seghill) and one in the South West near the border with County Durham and Gateshead (Hollings Hill). There are two inert waste landfill sites, located in Tynedale district (Thornbrough) and Castle Morpeth Borough (Prestwick Pit). These are allowed to take only a limited type of waste, mainly the waste from construction and demolition projects such as rubble and soil.
- 3.25 Taking account of the national targets for landfill reduction and trends within the waste management industry, the strategy for future landfill involves concentrating activities at fewer sites well placed to serve the population of the County, whilst being appropriately located to minimise disturbance to local communities and the environment.
- 3.26 In terms of non hazardous landfills, the preference is to concentrate activities at the existing sites. In terms of inert landfills, the two existing sites only have limited time remaining on their permissions. Additional capacity may be required. However, the amount of inert waste that is likely to be produced in the future is very difficult to predict as it is very much tied to the region's economy and the levels of construction activity. It is also a waste stream which is subject to high levels of on site recycling and reuse. This is evident from the fact that the two inert landfill sites have extended their planning permission end dates because of the lack of waste materials. A criteria based approach will therefore be adopted for this type of landfill.
- 3.27 Whilst it is recognised that some of the County's facilities may have a wider sub-regional role, provision will not be made for capacity which would result in the unnecessary importation of waste into Northumberland for treatment.

CHAPTER 4: CONSERVING AND ENHANCING THE ENVIRONMENT AND QUALITY OF LIFE

- 4.1 The main objectives in relation to conserving and enhancing the environment and quality of life are:
 - A. To ensure that all development is sustainable, allowing society to meet its basic need for minerals and waste developments without compromising the quality of life of future generations
 - B. To protect and enhance the natural, historic and cultural assets of Northumberland
 - C. To reduce the impact of minerals and waste developments on communities
 - D. To reduce the need to transport minerals and waste in Northumberland through the careful location of new development and encouraging the use of alternatives to road transport
- 4.2 Whilst recognising that the provision of minerals and facilities for the management of waste are essential to meet society's needs, it is also recognised that mineral working and the larger scale waste facilities, in particular landfill, almost invariably cause disturbance or damage to other resources.
- 4.3 It is important that sites for mineral extraction and the management of waste are carefully chosen, designed and operated, given the importance of protecting the best of the County's natural resources and heritage, in particular nationally important features and landscapes, and the need to protect local communities from the traffic, noise, dust and other problems which are often associated with such developments. In considering proposals, the County Council will need to be sure that the proposal satisfies a number of sustainability criteria.

Submission Draft

June 2007

POLICY CS1

The use and development of land should contribute to Northumberland's economic and social requirements; the protection and enhancement of the natural and built environment, and reducing the need to travel. Before allocating sites or granting planning permission the County Council will need to be satisfied that the following sustainability criteria are met:

- 1. There are no unacceptable adverse impacts on:
 - natural resources including water, air and soil;
 - the character and quality of the landscape, in particular the North Pennines and Northumberland Coast Areas of Outstanding Natural Beauty and their setting and the setting of the Northumberland National Park;
 - biodiversity, including nationally and internationally important sites and the key habitats and species identified in the Northumberland Biodiversity Action Plan:
 - the historic and cultural features of acknowledged importance, including Hadrian's Wall World Heritage Site and its setting; and
 - the distinctive, character and setting of Northumberland's towns and villages.
- 2. The highest standards of operational practice for the management, working, restoration and aftercare of sites are adopted
- 3. The potential implications of flood risk have been assessed and there are no unacceptable risks
- 4. The development is designed to a high standard, incorporates sustainable construction principles and includes appropriate landscaping
- 5. The location of development should:
 - minimise the need to transport minerals and waste and maximise the potential to use of alternative means of transport to road;
 - promote the efficient use of land and infrastructure, in particular the use of suitable previously developed land and buildings before the use of greenfield land
- 6. Proposals should promote:
 - the provision of local or community benefits
 - measures to minimise greenhouse gas emissions

Rejected Options

No options were considered as this policy reflects sustainable development principles and are required by national and regional policy

Related Strategies

National Policy	PPS1MPS1MPS2PPS9PPS25	 PPG15 PPG16 Consultation PPS: Planning and Climate Change
Regional Strategies/Plans	Regional Spatial Strategy	 Regional Economic Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies North Pennines AONB Management Plan 	 Northumberland Coast AONB Management Plan Northumberland Biodiversity Action

Submission Draft

June 2007

CHAPTER 5: RESOURCE MANAGEMENT

- 5.1 The main objectives in relation to resource management are:
 - E. To provide for a supply of minerals to contribute to national, regional and local requirements.
 - F. To encourage the use of alternative materials where appropriate and protect resources from unnecessary sterilisation

RESOURCE MANAGEMENT PRINCIPLES

- 5.2 Society has an essential requirement for minerals for use in construction, industrial processes and energy generation. The Government recognises that minerals are important natural resources that are essential to the nation's prosperity and quality of life. However, delivering sustainable resource production and consumption means using finite resources carefully and efficiently. This can be achieved by reducing the amount of material used and encouraging the use of recycled/secondary material before primary extraction is considered.
- 5.3 The main recycled/secondary materials in Northumberland are mineral waste, power station ash and waste from construction and demolition projects. Their use as a substitute for primary minerals will be encouraged, as this will allow Northumberland to contribute to the 76 million tonnes of secondary aggregate material to be provided within the North East region. Further details are provided in the section on aggregates.
- 5.4 The District Councils in Northumberland are responsible for planning for housing, employment sites and retailing and can also play a role in managing resources carefully by promoting the adoption of sustainable construction principles including safeguarding waste from demolition schemes for re-use and encouraging the use of recycled material in new development.
- 5.5 Government policy requires mineral planning authorities, such as Northumberland County Council, to balance environmental considerations against the need to maintain an adequate supply of minerals to meet the needs of society and the economy. These principles are reiterated in the Regional Spatial Strategy. The County Council recognises the need to provide an appropriate contribution to

- local, regional and national needs for minerals, whilst ensuring that all proposals for mineral extraction are environmentally acceptable.
- 5.6 As mineral resources are finite their unavoidable and irretrievable loss should be limited. The sterilisation of valuable resources by surface development reduces the extent of workable reserves and limits the range of options for future extraction, possibly leading to increased pressure on sensitive areas. It is, therefore, important to safeguard valuable resources against sterilisation by other types of development in order to ensure their potential availability to meet future needs.
- 5.7 National policy advises that Mineral Safeguarding Areas should be defined to help safeguard proven deposits of minerals which are, or may become, of economic importance in the future. There are no Mineral Safeguarding Areas currently identified in Northumberland. Given the extent of mineral resources in the County it will be a large task to identify Mineral Safeguarding Areas and it will take some time to complete.
- 5.8 In the meantime it is important that resources are protected. As an interim measure provisional Mineral Safeguarding Areas will be identified. These will be based on the mineral resources identified by the British Geological Survey in its Regional Minerals Information Maps. The boundaries will be defined in the Site Specific Allocations document. Further work will be carried out to refine these areas in consultation with the minerals industry and other key stakeholders. This will inform a future review of the policy approach to safeguarding minerals.
- 5.9 Where there is an overriding need for development to take place on land containing a workable mineral resource, the mineral should, wherever possible, be extracted in advance of the development unless this would give rise to unacceptable impact. This is most likely to apply to opencast coal if operations can be completed relatively quickly and extraction and restoration is completed within a reasonable timescale.
- 5.10 Where two or more minerals are found together within the same site, it can be beneficial, both in economic and environmental terms, for the minerals to be worked at the same time. In Northumberland, this is most likely to be where fireclay is found in association with coal. The viability of concurrent extraction of minerals should be fully explored.

POLICY CS2

The strategy for resource management is to:

- reduce the demand for primary minerals by:
 - encouraging the use of mineral waste, power station ash and construction and demolition wastes before primary minerals
 - encouraging District Councils to adopt sustainable construction policies which require the use of recycled material in construction
- make land available through the planning process to provide an appropriate contribution to local, regional and national requirements which balances the need for minerals with the need to protect communities and the environmental assets of Northumberland
- safeguard valuable mineral resources from sterilisation:
 - through the identification of provisional Mineral Safeguarding Areas in the Site Specific Allocations Development Plan Document
 - by supporting the extraction of proven mineral resources in advance of other planned development where this can be done in an environmentally acceptable way
- encourage the concurrent extraction of two or more minerals where this can be done without harm to the environment or communities.

Rejected Options

No options were considered as this policy reflects sustainable development principles and is required by national and regional policy

Related Strategies

National Policy	PPS1MPS1
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	Structure Plan

AGGREGATE MINERALS

BACKGROUND

- 5.11 Aggregates are materials used in the construction industry for concreting, filling and surfacing works. The principal aggregate materials in Northumberland are sand and gravel and hard rock in the form of igneous rock and limestone.
- 5.12 Sand and gravel resources are found in four main locations in Northumberland:

North East (defined on the Key Diagram)-

- the Milfield and Breamish area:
- Coquetdale;

South and West (defined on the Key Diagram)-

- Tyne and Derwent river valleys;
- the Morpeth-Ashington areas; and

There are currently eleven sand and gravel sites in Northumberland, six of which are operational (Table 5.1)

Table 5.1: Sand and Gravel Sites in Northumberland

North East	South and West
Milfield/Breamish Area:	River Tyne Catchment:
Milfield/Woodbridge	Broadoak/Hollings Hill
Wooperton *	Farnley Haugh
Low Hedgeley *	Houghton Strother
Branton *	Merryshields *
Lanton *	Plenmeller
Coquetdale:	
Caistron	

^{*} Currently non-operational

5.13 Hard rock comes from two main sources in Northumberland, the Whin Sill and the Great Limestone. Whinstone (or Dolerite), which is a form of igneous rock, is quarried from the Whin Sill which runs across the County from the south-west to north-east. There are currently six quarries in Northumberland that extract igneous rock while a further two have valid permissions but are currently non-operational (Table 5.2). There are also two operational limestone quarries, one of which (Barrasford Quarry) also extracts igneous rock. In addition, there are a number of quarries which are classified as dormant. The dormant sites

would need schemes for working and restoration to be approved before extraction could resume.

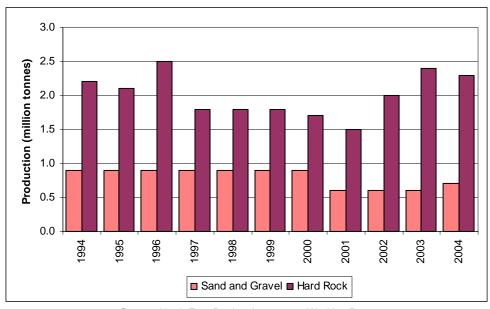
Table 5.2: Hard Rock Quarries in Northumberland

North East (Defined on the Key Diagram)	South and West (Defined on the Key Diagram)
Cragmill	Barrasford **
Howick	Divethill
Longhoughton	Keepershield
Belford*	Mootlaw
	Swinburne*

^{*} Currently non-operational

5.14 In 2004 Northumberland produced 0.6 million tonnes of sand and gravel and 2.3 million tonnes of crushed rock (Figure 5.1). The majority of aggregates extracted in Northumberland are used within the North East region. At 31 December 2004, Northumberland had 9.8 million tonnes of sand and gravel reserves and 80.3 million tonnes of rock reserves within existing planning permissions. Figure 5.1 summarises the production of sand and gravel and crushed rock for the period from 1994 to 2004.

Figure 5.1: Production of Primary Aggregates from Northumberland, 1994 to 2004



Source: North East Region Aggregates Working Party

FUTURE PROVISION

5.15 National planning policy on the provision of aggregate minerals is set out in Minerals Policy Statement 1: Planning and Minerals and Annex 1: Aggregates (November 2006). These stress the importance of an

^{**} igneous rock and limestone

- adequate and steady supply of aggregates to meet the needs of the construction industry, but that this should be achieved at an acceptable cost to society and the environment.
- 5.16 In June 2003 the Office of the Deputy Prime Minister (now Communities and Local Government) set out aggregates production figures that each of the regions in England should meet for the period from 2001 to 2016. The North East Region is expected to produce 20 million tonnes of sand and gravel and 119 million tonnes of crushed rock over the 16 year period from 2001 to 2016. The regional guidelines assume that the supply from the North East region will be supplemented by a further 9 million tonnes of sand and gravel from marine dredged sources and 76 million tonnes from alternative materials.
- 5.17 The North East Assembly, advised by the North East Region Aggregates Working Party, apportioned these figures on a sub-regional basis. This sub-regional apportionment is set out in the emerging Regional Spatial Strategy. Northumberland is required to make provision for 11.1 million tonnes of sand and gravel and 36.4 million tonnes of crushed rock over the 16 year period 2001-2016.
- 5.18 Government has recently advised that the regional and sub regional apportionments should be rolled forward to 2021. This brings Northumberland's requirement to 47.8 million tonnes of crushed rock and 14.6 million tonnes of sand and gravel over the 21 year period 2001-2021. Although the National Park is outwith the scope of this plan, for the purposes of aggregates supply, quarries in the National Park contribute to the supply from Northumberland. There is currently one hard rock quarry operating in the National Park and its reserves and production represent a small percentage of the total supply from Northumberland.
- 5.19 Minerals Policy Statement 1 advises that the length of the landbank is an indicator of when new permissions are likely to be needed. The landbank indicators are at least 7 years extraction for sand and gravel and at least 10 years for crushed rock.
- 5.20 There is an expectation in national and regional policy that mineral planning authorities will plan for an appropriate share of the aggregate requirement. The preferred option for achieving this is to consider the County as a whole when looking to meet the apportionment and landbank requirements for both sand and gravel and crushed rock. The Aggregates Background Paper provides more information on the alternative options that were considered and the reasons why they were not pursued. A brief summary is provided at the end of this section.

Sand and Gravel

- 5.21 Table 5.3 shows that there is only a very small amount of additional sand and gravel required to meet the sub-regional apportionment. However, there is a need to build in a degree of flexibility, as advised by Minerals Policy Statement 1 and its Practice Guide. This is in recognition of the fact that some sites may not contain the extent of workable reserves that was anticipated, may not yield their full potential or may not be worked fully during the Plan period. These factors have the potential to impact on the ability of Northumberland to meet its sub-regional apportionment. Therefore, a limited amount of new reserves will need to be released to provide a buffer of reserves in the County.
- 5.22 Reserves of sand and gravel are more limited in the north-east of the County. The priority for identifying sites to meet apportionment requirements will, therefore, be in this area. The material in the north-east of the County is generally of a better quality than that found in the Tyne Valley area and is suitable for concrete production. Extraction of this material would go some way towards addressing a potential shortfall of this material within the County. A potential shortfall of material may occur in the south west of the County in the latter part of the Plan period.

Table 5.3: Sub-Regional Aggregate Apportionment Requirements for Sand and Gravel

Sub-Regional Apportionment (2001-2021)	14.6 million tonnes
Quantity Produced from 2001 to 2004	2.453 million tonnes
Required Provision from 2005 to 2021	12.147 million tonnes
Permitted Reserves at 31 December 2004	9.8 million tonnes
New permissions granted since 31/12/2004	1.9 million tonnes
Requirement for new reserves	0.447 million tonnes

Crushed Rock

5.23 On the basis of the apportionment requirements and the reserves remaining, Table 5.4 shows that there is no need to identify further reserves of crushed rock. However, there are a number of other issues which should be taken account of when developing a strategic approach to future rock extraction for aggregate use.

Table 5.4: Sub-Regional Aggregate Apportionment Requirements for Crushed Rock

Sub-Regional Apportionment (2001-2021)	47.8 million tonnes
Quantity Produced from 2001 to 2004	8.461 million tonnes
Required Provision from 2005 to 2021	39.339 million tonnes
Permitted Reserves at 31 December 2004	80.3 million tonnes
Requirement for new reserves	0

- 5.24 Howick and Longhoughton, the two main quarries in the north-east of the County, have limited time remaining on their current planning permissions, with extraction required to cease by 2012 and 2008 respectively. The remaining quarries in the north-east of the County mainly comprise non-operational and dormant sites. If additional reserves of rock were not to be identified, production would become concentrated in the south-west of the County and would result in greater transport distances to certain markets. An issue for the south west of the area is that a large proportion of the rock reserve is contained within one site.
- 5.25 There may be benefits to be gained by identifying further reserves, even though the reserves are not required specifically to meet the subregional apportionment over the period 2001 to 2021. The potential benefits include:
 - continuity of production;
 - continuity of employment;
 - improved restoration; and
 - location of reserves in proximity to the markets to help reduce transport of material.
- 5.26 Thus, whilst there is no need to release additional reserves to meet the sub regional apportionment, other factors which would benefit the environment or local communities indicate that further reserves should be identified. The priority for the release of any new reserves will be the North East of the County. However, a small release of additional reserves in the South West may be appropriate to maintain production capacity.

POLICY CS3

The strategy for aggregate minerals is to:

- Make land available to meet the sub-regional apportionment of 14.6 million tonnes of sand and gravel and 47.8 million tonnes of crushed rock over the 21 year period 2001 – 2021;
- Have, as the geographical area for considering the apportionment, the whole of the County area;
- Maintain landbanks for sand and gravel and crushed rock in line with national and regional policy;
- Identify additional sand and gravel reserves in the North East of the County, as defined on the Key Diagram, through the identification of Preferred Areas;
- Limit the release of additional sand and gravel reserves in the South and West of the County, as defined on the Key Diagram, until the latter part of the plan period;
- Identify additional reserves of crushed rock in the North East of the County, as defined on the Key Diagram, through the identification of Preferred Areas;
- Only release additional reserves of crushed rock in the South and West of the County, as defined on the Key Diagram, where local or environmental benefits can be secured; and
- Give priority to the extension of existing sites when identifying Preferred Areas, where this can be done without harm to the environment or communities.

Rejected Options

Splitting the County into supply areas and considering the quality of the material in more detail were considered. The feedback received in the early stages of preparing the Minerals and Waste Development Framework and at the Preferred Options stage, and the Sustainability Appraisal showed a mixed response to how the apportionment requirements should be met, with all approaches receiving some support. It would be difficult to monitor the implementation of the supply area approach and it was considered that there may be difficulties in identifying sites with the right quality of material.

Related Strategies

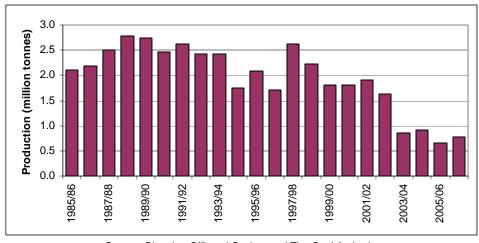
National Policy	MPS1
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	Structure Plan

COAL

BACKGROUND

- 5.27 Coal is an energy mineral used principally in the production of electricity. There are no longer any active deep mines in Northumberland. The most common extraction method is by opencast mining.
- 5.28 The last few years has seen a marked decrease in coal production in the UK. The deep mining sector has experienced a significant reduction in output and, whilst opencast production in the United Kingdom has remained more stable over this period, its production has decreased in England. Opencast coal production in the North East Region has continued to fall in recent years. In 2006/07, just over 990,000 tonnes of coal were produced from five sites. This represented 97% of English coal production and 12% of total UK output. Imports of coal have increased by 21.6% over the period 2004-2005.
- 5.29 Coal production in Northumberland reflects these national and regional trends. During the 1980s and early 1990s Northumberland consistently produced between 2 and 3 million tonnes from around six or seven opencast coal sites working at any one time. As figure 5.2 below shows, production has decreased over the last few years as the number of large active opencast sites has declined. During 2006/07, production totalled just under 800,000 tonnes. This represented 81% of production in the North East region. There are four opencast sites with planning permission for extraction in the County Maiden's Hall near Widdrington, Delhi near Blagdon, Stobswood extension, and Steadsburn (not currently in production),

Figure 5.2: Opencast Coal Production in Northumberland, 1985/86 to 2006/07



Source: Planning Officers' Society and The Coal Authority

- 5.30 National planning guidance on opencast coal mining is set out in 'Mineral Planning Guidance Note 3: Coal Mining and Colliery Soil Disposal' (MPG3), issued in 1999. This recognises that there is a role for indigenous coal in contributing to the county's energy diversity and supply but also recognises that the extraction of resources can conflict with environmental interests. MPG3 advises that the role of the mineral planning authority is to determine the acceptability of individual projects in accordance with the principles of the land use planning system.
- 5.31 Mineral Planning Guidance Note 3 emphasises that when considering planning applications "the objective must be to ensure that any adverse effects on local communities, environmental damage or loss of amenity caused by mineral working are kept to an acceptable level, and do not outweigh the benefits to the local community of proceeding with the development". Minerals Policy Statement 1 is also relevant for coal and this seeks to source minerals supplies indigenously and ensure an adequate and steady supply of minerals commensurate with protecting the environment.

A STRATEGY FOR COAL

- 5.32 There is no shortage of coal resources in Northumberland as coal bearing rocks underlie around 60% of the land area of the County. It is not suggested that these are all economically viable to extract but it does give a context to the potential scale of environmental impact should opencast coal working proceed unchecked throughout Northumberland. Ensuring that there is a sound strategy in place which balances the need for coal with its potential environmental impact is therefore important.
- 5.33 Unlike aggregate minerals, the overall level of opencasting is not set at a national or regional scale. Mineral Planning Guidance Note 3 advises that the role of the mineral planning authority is to determine the acceptability of individual projects in accordance with the principles of the land use planning system. In developing a strategy for the provision of coal in the future it is therefore necessary to examine the scale of working in the light of environmental criteria and strategies and policies in the County.
- 5.34 The strategy for coal mining in the County set out in the Minerals Local Plan was based on giving priority to ensuring that the locally based industrial and domestic markets were supplied over the longer term and that this was done through the continuation of Ellington deep mine together with a limited number of large opencast sites.
- 5.35 Since this strategy was adopted there have been a number of changes in local markets and coal supplies and it has been increasingly difficult to find environmentally acceptable sites for future working. Furthermore, priority continues to be given to regenerating the

- economy of the coalfield area. There are also some uncertainties over the role of coal in the UK energy supply.
- 5.36 At the time of preparing the Minerals Local Plan the main local markets for the coal were Blyth Power Station and Alcan Power Station. Blyth Power Station consumed around 1.8 to 2 million tonnes of coal during the 1990s, until its closure in early 2001.
- 5.37 Alcan Power Station requires around 1.2 million tonnes of coal each year. Up until 2005, around three quarters of its coal supply came from Ellington Colliery (approximately 750,000 to 800,000 tonnes per annum). This was supplemented by opencast coal from sites within Northumberland and further afield, together with some imported, low sulphur coal. It was possible to deliver the strategy established in the Minerals Local Plan because Ellington Colliery was able to supply a significant proportion of the local coal requirement without the environmental impacts that the equivalent opencast coal production would have. However, Ellington Colliery closed in January 2005 and, having regard to the impact on the environment and communities, it is considered that offsetting this loss of supply by opencast coal sites is unlikely to be acceptable.
- 5.38 Previous planning policies and decisions have sought to direct opencast coal workings to those areas where they are likely to cause least environmental harm. However, the succession of workings over the last 60 years, including returning to previously worked areas as technologies and the economies of extraction improve, has meant that many of the potentially acceptable areas have had the coal removed from them. Recent planning applications for extraction show that areas of interest are moving towards the more densely populated areas of the coalfield and it is becoming increasingly difficult to find environmentally acceptable sites.
- 5.39 The main areas of interest for opencast workings are in the South East of the County which is a priority area for regeneration identified in the Joint Structure Plan and the emerging Regional Spatial Strategy. Job creation and retention is a priority in these areas, together with environmental and social led regeneration initiatives to improve their image and business confidence. For over 40 years significant areas of degradation and despoliation associated with the deep coal mining industry have been reclaimed to positively enhance the environment and assist economic regeneration.
- 5.40 It is no longer considered possible to continue with the existing strategy contained in the Minerals Local Plan. The preferred strategy continues to recognise the importance of Alcan in the local economy but that it is no longer possible to commit the County to the same level of local coal supply that has been the case in the past. The strategy will facilitate the provision of part of the local coal requirement.

- 5.41 To implement this strategy, distinct approaches to opencast coal extraction will be adopted in different parts of the coalfield:
 - areas of significant constraint where opencast coal mining will be strongly resisted – Opencast Coal Constraint Areas;
 - Areas of Less Constraint, where economic deposits of coal exist, future extraction may be acceptable and which should be the main area of search for future sites;
 - elsewhere the area of the Carboniferous Limestone Group and Scremerston Coal group which are of limited economic value.

Opencast Coal Constraint Areas

- 5.42 These are parts of the County where opencast coal mining will be strongly resisted, because of the landscape, nature conservation or policy restraints (protecting communities and securing regeneration) which are present.
- 5.43 North Pennines Area of Outstanding Natural Beauty There is a strong policy presumption against major development in the Area of Outstanding Natural Beauty. Opencast coal extraction can have a significant environmental impact. It involves large scale earth moving operations, soil and overburden storage, the use of plant and machinery and transport of the coal. The environmental damage to the open upland landscapes of the Area of Outstanding Natural Beauty and the loss of feelings of remoteness and wildness which could result are potentially severe.
- 5.44 <u>Tyne/Derwent Watershed</u> This area comprises a high quality rolling upland landscape with ridgeline features, which makes mineral workings visible from many view points and difficult to screen. There has been a long standing policy presumption against opencast coal mining in this area in recognition of the impacts that large scale mineral extraction could have on the characteristics of the landscape.
- 5.45 Northumberland Coast The policy emphasis is one of environmental enhancement and improvement of the hinterland with the aim of extending the Heritage Coast inland and the extending the Northumberland Area of Outstanding Natural Beauty designation south to Druridge Bay, together with conservation of the important landscape and conservation interests and building on the recreational resources. There are considerable difficulties in developing sites in this area.
- 5.46 <u>South East Northumberland</u> There are a number of reasons why this area is identified as a constraint area: the regeneration priorities in the area and the significant investment being made by regional and sub regional partnerships in regeneration initiatives; the significant investment in improving the landscape character over the last forty

years and the role that environmental enhancement is being given to help improve the image of the area; the importance of protecting landscapes which are considered to be locally important and which help maintain openness between settlements and protect key employment centres, transport routes and market towns.

5.47 The detailed boundaries of these Opencast Coal Constraint Areas will be defined in the Site Specific Allocations document, together with criteria to assess any proposals which are made within them.

Areas of Less Constraint

- 5.48 The future role of coal in the UK energy supply is being examined at a national level at the present time through the Energy White Paper and the work of the Coal Forum. In Northumberland, an appeal decision on a major opencast site at Shotton is anticipated towards the end of 2007; and a further major opencast coal site in the near Ashington is awaiting a decision. Both sites are within the South East Northumberland Constraint Area.
- 5.49 The coal industry came forward with a number of sites that it requested be identified as preferred areas for future extraction. A number of these areas are within the Opencast Coal Constraint Areas which are designated through saved Minerals Local Plan policies and are also carried forward in this plan. For this reason, they have not been included as preferred areas.
- 5.50 Three sites lie within the economic coalfield and outside Constraint Areas. These sites have been subject to an initial assessment in terms of environmental and community acceptability and it is considered that further detailed assessment is required. In these circumstances it is considered that identifying areas of search provides more flexibility in planning for coal than adopting a site specific approach. Three broad areas have been identified: Northern Coalfield, the Widdrington area and South and West of Morpeth. The areas are defined in the Site Specific Allocations document. They are not totally constraint free and any planning application will be assessed having regard to Policy DC1 in the Development Control Framework.
- 5.51 Northern Coalfield Whilst coal does remain in this part of the coalfield and it is not an area identified as warranting a constraint area approach, there are still concerns about opencast coal mining that any planning application would need to carefully address, including proximity to settlements, impact on the landscape and transport issues.
- 5.52 <u>Widdrington Area</u> This area has been subject to widespread opencast coal mining over the last 60 years. Many of the sites which have been worked in this area have involved the clearance of derelict land but there is now little or no derelict land left. Much of the coalfield in this

area has already been opencasted to some degree over the last 60 years and many new proposals will involve working to greater depths with consequent increases in environmental impacts because of working ratios. There is also concern about the cumulative effects of opencast coalmining in this area on both residents and the landscape.

5.53 <u>South and West of Morpeth</u> - The area to the south and west of Morpeth is on the fringe of the productive coal measure. There are still constraints to working in this area including proximity to the settlements of Stannington and Morpeth, major existing employment sites and the Historic Park and Garden at Blagdon.

Drift Mines

5.54 The operation of drift mines in Northumberland has contributed to the supply of coal as well as bringing social and economic benefits, particularly in the more remote rural parts of the County. Most drift mines have ceased production in recent years and there is currently only one active drift mine remaining. A positive policy approach will be adopted, although the highest environmental standards will continue to be expected.

POLICY CS4

The strategy for coal is to:

- Adopt a presumption against opencast coal mining unless the proposal is, or could be made environmentally acceptable, or provides local or community benefits which clearly outweigh any adverse impacts;
- Afford greater priority to a supply of coal for the locally based industrial market than provision for areas further afield;
- Allow proposals for opencast coal extraction in the Areas of Less Constraint provided there are no significant adverse effects on local communities or the environment;
- Strongly resist proposals in the Opencast Coal Constraint Areas; and
- Support proposals for new drift mines, extensions to or reopening of existing mines provided that they can be developed in an environmentally acceptable way

Rejected Options

Consideration was given to whether the existing strategy of ensuring that local markets are supplied in the long-term should continue as a first priority, but was rejected due to the difficulty in identifying environmentally acceptable sites and the strategic priorities for development in the coalfield area. The feedback and the Sustainability Appraisal showed a mixed response to this issue, although the supply of coal to the local markets was seen as an important factor to take into account.

Related Strategies

National Policy	MPS1 MPG3	
Regional Strategies/Plans	Regional Spatial StrategyRegional Economic Strategy	
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies SENNTRi Delivery Plan 	 Druridge Bay A Strategy for Management to 2010 North Pennines AONB Management Plan Northumberland Coast AONB Management Plan

OTHER MINERALS

5.55 The other main minerals extracted in Northumberland are sandstone, peat and clay. There has been some exploration for oil and gas but no extraction has taken place within the County.

SANDSTONE

5.56 Sandstone is a natural building material that has been quarried in Northumberland for many years. Sandstone that is cut and dressed is used to produce lintels, sills, quoins, water tabling and roof slates. Undressed sandstone can be used for walling stone or paving. The use of this natural material for construction in Northumberland has contributed to the distinctive local character of areas within the county.

It has also been used throughout the country for prestige building projects.

- 5.57 There 12 sandstone quarries currently operating are Many are of a small scale and worked only Northumberland. intermittently. The guarries can provide a specialist product required for building conservation work, are generally of a smaller scale than aggregate quarries, and can provide a limited amount of employment in rural areas. However, they can also raise environmental problems such as the production of large quantities of waste stone; the transport of stone by large articulated lorries; disturbance to residents due to the use of explosives; and the long-term nature of these quarries. Additionally, the re-opening of old quarries often conflicts with nature conservation interests.
- 5.58 National policy is set out in Annex 3 of Minerals Policy Statement 1. This recognises the importance of building and roofing stone for building projects and conservation and restoration works and the fact that sites are generally small scale and worked intermittently but over long periods of time. It requires that resources are safeguarded where appropriate and that policies should be proportionate to the scale of operations.
- 5.59 In terms of possible options, a hierarchical approach based on the scale of workings was considered but rejected because it could result in an unnecessary proliferation of sites and the Sustainability Appraisal did not support it to a great degree. The identification of more specific areas for future extraction was considered but rejected as there has only been a very limited interest by mineral operators or landowners in coming forward with sites for inclusion in the plan. The preferred approach is therefore to include criteria based policies in the Development Control Framework which will expand on the general issues identified in Policy CS5.

POLICY CS5

The strategy for sandstone for the supply of building and roofing stone is to support the development of new quarries or extensions to existing quarries provided that they can be developed without harm to the environment or communities. Further criteria will be identified through the inclusion of policies in the Development Control Framework Development Plan Document. These policies should address transport issues, environmental impacts, restoration and the use and management of waste stone.

Related Strategies

National Policy	MPS1
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

PEAT

- 5.60 Peat is formed from the accumulated remains of plants in wet conditions. These waterlogged conditions inhibit the normal processes of decay and decomposition. As plants die the weight of their remains gradually compresses the lower layers. This accumulation of compressed, partially-rotted material is known as peat. In the UK, the extraction and use of peat is almost entirely related to horticulture, either as a growing media or as a soil improver.
- 5.61 In Northumberland, peat is currently extracted from two sites at Kemping Moss near Lowick and Greymare Farm near Belford. Planning permissions at these sites expire in 2009 and 2011 respectively.
- 5.62 Peatlands and bogs provide habitats that are particularly rich, distinctive and increasingly rare. Mires, including bogs, are identified in the Northumberland Biodiversity Action Plan as key habitats which make a significant contribution to the maintenance of biodiversity in the County. Peat bogs are often also valuable archaeologically.
- 5.63 Peat bogs are recognised as vulnerable habitats. In particular, once a bog has been drained, the ecological and archaeological interest is likely to be damaged or destroyed. This is reflected in national policy on peat extraction in Minerals Planning Guidance 13: Guidelines on Peat Provision in England' (MPG13) which limits peat extraction to where a site has already been irreparably damaged by human activity and is of no archaeological or nature conservation importance.
- 5.64 In terms of possible options, the strong steer from national policy limits the spatial options that could have been considered. The identification of more specific areas for future extraction was considered but rejected because the environmental implications of extracting peat are so significant and national policy takes a very restrictive approach to peat extraction. Furthermore there has been no interest from mineral operators and landowners in putting forward potential with sites for inclusion in this plan. The preferred approach is therefore to include

criteria based policies in the Development Control Framework which will expand on the general issues identified in Policy CS6.

POLICY CS6

The strategy for peat is to limit the extraction of peat to areas which have already been irreparably damaged by recent human activity and are of limited or no nature conservation or archaeological value.

Further criteria will be identified through the inclusion of policies in the Development Control Framework Development Plan Document. These policies should include criteria to assess the afteruses in those limited circumstances when extraction is considered to be acceptable, in particular any requirements identified in the Northumberland Biodiversity Action Plan.

Related Strategies

National Policy	MPS1MPG13
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies Northumberland Biodiversity Action Plan

CLAY

5.65 Clay extracted in Northumberland is used mainly in the manufacture of bricks, pipes and tiles. Fireclay and Glacial Clay are currently extracted in Northumberland. Fireclay occurs within the Coal Measure series as a layer beneath the coal seams. It is an important ingredient in the manufacture of buff coloured bricks and is currently extracted as an ancillary mineral at the operational opencast coal sites in the County. Brickshales make up the largest proportion of the raw material used to make traditional red bricks. The brickworks at Throckley in Tyne and Wear is one of the main markets for the fireclay extracted from the opencast coal sites in Northumberland. The fireclays are, however, also sold further afield to improve local clays of inferior quality. Clays of fluvio-glacial origin also occur widely in Northumberland. Such clays are currently extracted at the Swarland Brickworks site at Thrunton where the clays are used in the adjacent brickworks.

- 5.66 National policy is set out in Annex 2 of Minerals Policy Statement 1. This seeks to maintain and enhance the diversity of brick clay produced by making appropriate provision for supply at a level that reflects the high initial investment in, and high levels of capital expenditure required to maintain and improve brick making plant. It requires that, where appropriate, resources are safeguarded, consideration is given to the need for any stockpiling of material and that a positive use is found for the fireclay associated with coal that is being extracted.
- 5.67 Issues of particular concern for clay extraction would be any proposals for stockpiling the clay and the timescale of the operations. Brick manufacturers require clays with specific physical and chemical properties which can be supplied over a sufficient time period in order to produce consistent products. This may result in stockpiles of clays with different physical and chemical characteristics being used at different rates for a lengthy period of time. Such operations could affect the environmental acceptability of a clay site.
- 5.68 In terms of possible options, the identification of specific areas for future extraction was considered but rejected as Swarland Brickworks at Thrunton has sufficient reserves. There has also been no interest from mineral operators or landowners in coming forward with sites for inclusion in this plan. Additionally, fireclay continues to be extracted in association with opencast coal sites. The preferred approach is therefore to include criteria based policies in the Development Control Framework which will expand on the general issues identified in Policy CS7.

POLICY CS7

The strategy for clay is to support the extraction of clay reserves provided that they can be developed without harm to the environment or communities. Further criteria will be identified through the inclusion of policies in the Development Control Framework Development Plan Document. These policies should address the need for the material, transport issues, environmental impacts, clay storage, restoration and the use and management of waste material.

Related Strategies

National Policy	MPS1
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

OIL AND GAS

- 5.69 There are four methods of on-shore oil and/or gas development:
 - conventional onshore oil and gas development;
 - extraction of coal bed methane, which involves drilling into unmined coal seams to release methane;
 - capture of methane from coal mines that has accumulated in mine voids and may be freely venting from them; and
 - underground coal gasification, which involves drilling into and subsequent controlled underground gasification of pressurised coal seams and the recovery and use of the resulting gases for power generation.
- 5.70 Conventional oil and gas has been extracted in the United Kingdom since 1919. Northumberland has never experienced commercial oil and gas exploitation but there has been exploration carried out to determine the existence of viable reserves in parts of Castle Morpeth and Tynedale. The extraction of coal bed methane has only occurred on a small scale in the United Kingdom and nowhere in Northumberland, while methane capture is a new concept that has not yet been proven commercially viable in the United Kingdom. Underground coal gasification has been carried out in a number of countries but no trials have yet been the subject of planning proposals in the United Kingdom.
- 5.71 National policy is set out in Annex 4 of MPS1. This summarises the aims of the Government's energy policy:
 - maximise the potential of the United Kingdom's conventional oil and gas reserves in an environmentally acceptable manner;
 - encourage the development of clean coal technologies; and
 - encourage the capture of methane from coal mines where environmentally acceptable. This has the added advantage of reducing the emissions of methane, a powerful greenhouse gas

The Annex provides guidance on the environmental impacts of the different types of on-shore oil and gas extraction.

5.72 In terms of possible options, there has been no interest in commercially exploiting this resource in Northumberland which makes it difficult to provide a detailed spatial strategy. The preferred approach is therefore to include criteria based policies in the Development Control Framework which will expand on the general issues identified in Policy CS8.

POLICY CS8

The strategy for on shore oil and gas is to support proposals for the extraction of on-shore oil and gas including gas from coal seams and mines, provided that exploration and extraction can take place without harm to the environment or communities. Further criteria will be identified through the inclusion of policies in the Development Control Framework Development Plan Document. These policies should address transport issues and environmental impacts, in particular on groundwater, and restoration.

Related Strategies

National Policy	MPS1
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

CHAPTER 6: EFFICIENCY OF USE AND SUSTAINABLE WASTE MANAGEMENT

- 6.1 The main objectives in relation to efficiency of use and sustainable waste management are:
 - G. To accommodate future waste capacity requirements in line with the requirements of the Regional Spatial Strategy and the Northumberland Joint Municipal Waste Management Strategy
 - H. To maximise opportunities for people and businesses to minimise waste production, re-use, recycle and recover value from the waste that is produced and to dispose of unavoidable waste in the best way possible.

BACKGROUND

- 6.2 Waste is any material or object which is no longer wanted and requires management. Where a material or object is re-usable, it is still classed as waste if it has first been discarded. Northumberland's residents and businesses produce a range of wastes. There are wastes produced in association with the construction industry. Agricultural waste is also produced in Northumberland. There are also waste materials produced at the mineral sites in the County.
- 6.3 The emerging Regional Spatial Strategy for the North East includes a strategy for waste management in the region for the period to 2021. This includes annual capacity requirements for Municipal Solid Waste and commercial and industrial waste that each sub region should plan for, based on estimated future waste arisings.
- 6.4 The forecasts of future annual waste arisings for Municipal Solid Waste in the emerging Regional Spatial Strategy are based on information on the amount of waste arisings during the period 2000 to 2003. During this period waste growth was at a high level in the region – an average of 5.6%. This high growth rate formed the starting point for projecting future waste arisings in the North East Region. However, there are indications that the region's Municipal Solid Waste arisings are not emerging in line with the projections which underlie the Regional Spatial Strategy figures. For example, the Regional Spatial Strategy municipal waste figures for Northumberland indicate that 236,000 tonnes would be produced in 2005/06. Actual arisings were 182,000 tonnes, almost one third less. This issue has been recognised by the North East Assembly and a study has been commissioned to revisit the assumptions made previously about future waste growth. This work will be available to inform a future review of Regional Spatial Strategy.

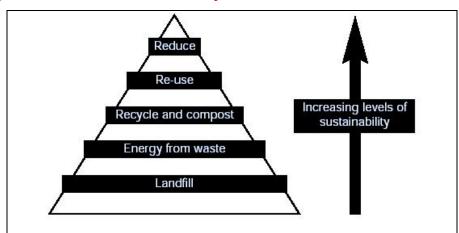
- 6.5 Northumberland County Council, in its role as waste disposal authority, has now completed a Private Finance Initiative (PFI) contract for future waste management infrastructure provision in the County. included extensive modelling of future waste arisings based on more up-to-date information than that used to inform the emerging Regional Spatial Strategy. This information will be used in the regional study as the basis for the revised assumptions on waste growth for Northumberland. It is, therefore, proposed to use the figures prepared for the PFI proposal in terms of future Municipal Solid Waste arisings, targets for reducing waste growth and recycling/recovery targets rather than those set out in the emerging Regional Spatial Strategy. For commercial and industrial waste however, the Regional Spatial Strategy figures will be used to inform this Core Strategy, as these represent the most up-to-date figures and assumptions for this type of waste.
- 6.6 Construction and demolition waste is the other main waste type produced. Waste arisings are set out in the Submission Draft Regional Spatial Strategy, but it is envisaged that the adopted Regional Spatial Strategy will not include annual arisings for this type of waste, in line with national Planning Policy Statement 10.

A STRATEGY FOR WASTE MANAGEMENT

IMPLEMENTING THE WASTE HIERARCHY

6.7 Waste has traditionally been seen as something to be managed in the cheapest way possible, generally by disposal to landfill sites. However, with the drive towards more sustainable waste management coming from the European Union and national policy, this approach is no longer acceptable. Driving waste management up the waste hierarchy (Figure 6.1) should be the key aim of waste policies and strategies.

Figure 6.1: The Waste Hierarchy



6.8 This section of the Core Strategy can help deliver a theme common in many of the Community Strategies relating to increasing levels of recycling, decreasing the amount of waste going to landfill and raising awareness about waste minimisation. The Sustainability Appraisal concluded that the impacts of waste management will be minimised by following the waste hierarchy.

Waste Minimisation

- 6.9 The amount of waste being produced has grown significantly over recent years. European and national policy seeks to decouple the link between economic growth and the growth of waste arisings and eventually reverse the trend of waste growth, thus reducing the impacts of waste management. There are indications that this is starting to take place. In Northumberland, the amount of Municipal Solid Waste produced decreased between 2004/05 and 2005/06.
- 6.10 The figures prepared for the County Council's PFI scheme aims to reduce waste growth to 1% by 2012, and maintain this level of waste growth thereafter, although the aspirational target in the Joint Municipal Waste Management Strategy remains at 0% growth. For commercial and industrial waste, the Regional Spatial Strategy seeks to ensure that annual growth remains below the annual average increase in GVA growth of 2.8% which is sought for the economy of the region. An annual growth of 1.5% is, therefore, projected for commercial and industrial waste. Tables 6.1 and 6.9 set out the future waste arisings resulting from these predictions of future waste growth.

Recycling and Recovery

- 6.11 The recycling/recovery targets that form part of the County Council's PFI scheme are to increase Municipal Solid Waste recycling rates to 40% by 2013/14, and secure a minimum recovery rate of 78% by 2015/16.
- 6.12 The preferred regional waste management option in the emerging Regional Spatial Strategy allows for an increased recovery rate for commercial and industrial waste and construction and demolition waste. The specific targets that have been set in the emerging Regional Spatial Strategy for these waste types are:
 - Meeting a recovery target for commercial and industrial waste of 73% through recycling, composting, digestion with a minimum disposal to landfill;
 - Increasing the percentage of construction and demolition waste recycling to 80%.

Restricting Landfill

All levels of waste policy making, from the European Union through to national and regional policy and Northumberland's own strategies, are focussing on securing a reduction in the amount of waste going for disposal at landfill sites. Feedback received during the early stages of preparing the Minerals and Waste Development Framework also supports this move away from landfill. However, it is recognised landfill capacity will be needed for the disposal of residues from other waste management techniques and the disposal of waste streams where landfill currently represents the best option. Landfill will also be required in the short-term until more sustainable waste management techniques are implemented. Use of inert waste material can also help with the restoration of mineral sites. Even if the challenging recovery targets are met, Northumberland will still require landfill capacity to meet the waste arisings within Northumberland.

Cross Boundary Issues

- 6.14 National and regional planning policy advises that waste planning authorities should seek to manage their waste arisings within their own area, as well as encouraging communities and businesses to take more responsibility for the waste that they produce. However, there is some cross boundary movement of waste between the authorities in the North East region. Some of Northumberland's municipal solid waste is exported to a landfill site in Gateshead. From 2009. Northumberland's residual waste (approximately 44% or 1.28 million tonnes of future waste arisings) will be exported to the energy from waste plant at Teesside. About 3% of total waste arisings (approximately 94,000 tonnes) will continue to be exported to the landfill site in Gateshead. Table 6.1 provides a more detailed breakdown of the figures.
- 6.15 At present the majority of Municipal Solid Waste that is imported to Northumberland comes from North Tyneside and Newcastle-upon-Tyne. The majority of this waste is landfilled at Seghill. Approximately 10% (just under 30,000 tonnes) of Newcastle's waste goes to an invessel composting plant near Ashington which was built specifically to handle the organic waste from Newcastle. Gateshead is able to manage its Municipal Solid Waste within its boundaries and its emerging waste management strategy indicates that this will continue or that additional capacity will be met within the Tyne and Wear area.
- 6.16 It is difficult to be too specific about what will happen in the future as the Waste Management Strategies for Newcastle-upon-Tyne and North Tyneside are not yet finalised or are out of date and have not yet been reviewed. Indications are that Newcastle will seek to improve facilities within its boundary and may increase the amount of waste going to the in vessel composting facility in Northumberland. However, a significant

increase in waste throughput could be accommodated at the facility without the need for any extension being required. Some of Newcastle's waste is likely to continue to be imported to landfill but the emerging strategy does not provide any specific figures and this will be at the discretion of the contractor to a large extent. It is likely that much of North Tyneside's municipal solid waste will continue to go to Seghill landfill. The main implications of waste imports for Northumberland's capacity will be the use of Seghill landfill site. There is very little movement of waste between Northumberland, Durham, Cumbria and Scotland.

- 6.16 The movement of commercial and industrial waste is very dependent on contracts and where the contractors have their facilities. The main movements are between Tyne and Wear and South East Northumberland.
- 6.17 The study that is being undertaken to review the waste apportionment figures for the Regional Spatial Strategy will provide more information on how cross boundary movement of waste will affect future waste management capacity requirements.
- 6.18 The Regional Spatial Strategy should take account of cross boundary issues when determining the waste apportionment for each waste planning authority. However, there are number of strategic issues concerning cross boundary waste movement and capacity provision which have not been addressed in the emerging Regional Spatial Strategy due to a lack of accurate information. For the same reason, cross boundary issues in the Northumberland context can only be addressed to a limited degree. However, the County Council would not wish to see excessive provision of waste management capacity which would result in the unnecessary importation of waste into Northumberland for treatment.

POLICY CS9

The strategy for implementing the waste hierarchy is:

- To plan for the reduction in the growth of Municipal Solid Waste to an average of 1% by 2012 and maintain this through to 2021
- To plan for a reduction in the growth of commercial and industrial waste to an average of 1.5% per annum
- To provide sufficient recycling/composting capacity through a network of facilities to ensure that 40% of household waste can be recycled/composted by 2013/14 and 80% of construction and demolition waste can be recycled by 2016

- To ensure there is sufficient recovery capacity to deliver the following recovery rates:
 - 78% Municipal Solid Waste recovery by 2015/16; and
 - 73% commercial and industrial waste recovery by 2016
- To restrict landfill capacity to that required for the disposal of residual waste or waste that cannot practicably be recycled or recovered
- To discourage the excessive provision of waste management capacity which would result in the unnecessary importation of waste from outwith Northumberland

Rejected Options

Using emerging RSS waste arisings for municipal solid waste was considered at Preferred Options stage but has now been rejected because of uncertainties that have arisen about how accurate they are in the light of trends in recent waste arisings and the fact that more up to date information, which will form the basis of future infrastructure provision in the County is available. The other matters reflect sustainable development principles and national and regional policy.

Related Strategies

National Policy	• PPS10	
Regional Strategies/Plans	Regional Spatial Strategy	
Northumberland	Structure Plan	
Strategies/Plans	 Local Plans/Local Development 	
	Frameworks	
	 Community Strategies 	
	 Northumberland Joint Municipal Waste 	
	Management Strategy	

CAPACITY REQUIREMENTS AND LOCATIONAL STRATEGY - MUNICIPAL SOLID WASTE

6.19 One of the key planning objectives identified in national policy in Planning Policy Statement 10 is to ensure that strategies enable sufficient and timely provision of waste management facilities to meet the needs of their communities. To help deliver this, Planning Policy Statement 10 requires the Minerals and Waste Development Framework to demonstrate how capacity equivalent to at least 10 years of the annual rate set out in the Regional Spatial Strategy could be

provided. As outlined in paragraph 6.5 above, it is proposed to use the more recent Municipal Solid Waste arisings figures in the County Council's PFI scheme rather and the Regional Spatial Strategy waste arisings figures. Table 6.1 indicates future waste arisings from this source and how it will be managed.

Table 6.1: Projected Annual Municipal Waste Arisings

Year	Total Aisings	Recycled / Composted	Energy from Waste	Landfill
	(Source: PFI)	(includes reuse)	(Teesside)	
2007/08	187,000	59,000	0	128,000
2008/09	192,000	63,000	0	129,000
2009/10	196,000	74,000	93,000	29,000
2010/11	200,000	86,000	104,000	10,000
2011/12	202,000	87,000	106,000	8,000
2012/13	204,000	90,000	107,000	8,000
2013/14	207,000	89,000	107,000	9,000
2014/15	209,000	93,000	108,000	9,000
2015/16	211,000	94,000	108,000	9,000
2016/17	213,000	96,000	109,000	9,000
2017/18	216,000	98,000	109,000	9,000
2018/19	218,000	99,000	110,000	9,000
2019/20	220,000	101,000	110,000	9,000
2020/21	222,000	102,000	111,000	9,000

Figures have been rounded Figures are in tonnes

- 6.20 For Municipal Solid Waste the capacity requirements and locational strategy have already been established through the Joint Municipal Waste Management Strategy and the PFI scheme. There are therefore very limited spatial options that the Minerals and Waste Development Framework could have considered. However, the following paragraphs do set out the infrastructure requirements that will come through the PFI scheme. To do this the County has been divided into distinct areas, to reflect the nature of the County and its waste production and handling. These areas are South East Northumberland; North Northumberland and West Northumberland.
- 6.21 South East Northumberland comprises the districts of Blyth Valley, Castle Morpeth and Wansbeck. North Northumberland comprises the districts of Alnwick and Berwick-upon-Tweed and West Northumberland comprises Tynedale District. This grouping reflects the nature of the waste contracts and the infrastructure provision to manage the waste. Table 6.2 below identifies the estimates of future waste arisings in these areas.

Table 6.2: Future Waste Arisings by Area, 2007/08 to 2020/21

Area	Future Waste Arisings (tonnes)
South East Northumberland	1,717,000
North Northumberland	567,000
West Northumberland	612,000
Total	2,897,000

Source: PFI; Figures have been rounded

6.22 The following sections describe the infrastructure requirements in each of these areas to help deliver the recycling/composting and recovery targets. There will remain a residual amount of waste and the PFI contract specifies that this will be transported to the Energy from Waste plant at Stockton on Tees.

South East Northumberland

6.23 The PFI figures indicate that approximately 1.7 million tonnes of Municipal Solid Waste will be produced in this area over the period 2007/08 to 2020/21. Table 6.3 sets out how this waste is likely to be managed. Table 6.4 identifies the existing infrastructure and its capacity.

Table 6.3: Estimated Total Waste Arisings in South East Northumberland, 2007/08 to 2020/21 (tonnes)

Total Waste Arisings	Recyclables	Residual
1,717,000	771,000	946,000

Figures have been rounded

Source: PFI

Future requirements

6.24 The existing capacity is sufficient to manage the recyclables. The majority of the residual waste will go to the energy from waste plant on Teesside. The only new infrastructure requirement that has been identified through the PFI scheme which does not yet have planning permission is a replacement for the Seghill Household Waste Recovery Centre. The preferred location for this site is in the Cramlington area which is more central to the catchment population than the Seghill facility. The Site Specific Allocations document will identify a location that will be suitable for the development of a Household Waste Recovery Centre in the Cramlington area.

Table 6.4: Existing Waste Management Infrastructure to Serve South East Northumberland

Facility	Capacity (annual tonnage permitted)	Status	Pattern of waste
HWRCs:			
Bebside	24,999	Operational; extension and improvement works granted permission, to be implemented 2007/08	 Dry recyclables will go to the materials recycling facility at West Sleekburn. Residual waste will go to the
Kirkley West Thorn, Ponteland	7,500	Operational, extension and improvement works granted permission, to be implemented 2008	transfer station at West Sleekburn
North Seaton, Ashington	10,000	New facility granted permission, to be implemented 2007/08	
Whorral Bank, Morpeth	24,999	Operational, extension and improvement works granted permission, to be implemented 2007/08	
Ellington Road, Ashington	7,500	To be replaced by North Seaton during 2007	
Seghill	7,500	To be replaced with new facility	
Composting:			
Ellington Road	4,999	Site operational	Green waste from HWRCs in SE Northumberland and any kerbside collected green waste

Facility	Capacity (annual tonnage permitted)	Status	Pattern of waste
Material Recycling Facility:			
West Sleekburn	50,000	New facility granted permission, to be implemented 2008/09	 Will accept: the kerbside collected dry recyclables from households in SE Northumberland dry recyclables from the transfer stations in the County
Transfer Station:			
West Sleekburn	70,000	New facility granted permission, to be implemented 2008/09	 Will accept: the residual waste from households in SE Northumberland majority of residual waste from the HWRCs in the County

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North Northumberland

6.22 The PFI figures indicate that approximately 567,000 tonnes of Municipal Solid Waste will be produced in this area over the period 2007/08 to 2020/21. Table 6.5 sets out how this waste is likely to be managed. Table 6.6 identifies the existing infrastructure and its capacity. The small, dispersed population and the relatively small amount of waste arisings means that waste management facilities will be of a smaller scale than in South East Northumberland, dealing with locally produced waste.

Table 6.5: Estimated Total Waste Arisings in North Northumberland, 2007/08 to 2020/21 (tonnes)

Total Waste Arisings	Recyclables	Residual
567,000	227,000	340,000

Figures have been rounded

Source: PFI

Future Requirements

6.23 Much of the infrastructure required to manage the waste is already in place. The only new infrastructure requirement that has been identified is an on-farm composting facility to serve the Berwick-upon-Tweed area. Consideration is currently being given to an operation close to the border in Scotland. However, the Minerals and Waste Development Framework should provide some spatial guidance in the event that this does not transpire. Only a small amount of green waste is produced in this area and it is likely that one on-farm operation would suffice. This, together with the rural nature of the area, means that it is difficult to identify a specific site for such an operation. The Development Control Framework will include a policy to provide locational guidance for on-farm composting

Table 6.6: Existing Waste Management Infrastructure to Serve North Northumberland

Facility	Capacity	Status	Pattern of waste
HWRCs:			
Alnwick	25,000 *	Operational, extension and improvement works granted permission, to be implemented 2007	 Dry recyclables to the transfer stations at Alnwick and Berwick-upon-Tweed Most residual waste to the transfer station at West
Berwick-upon-Tweed North Sunderland Wooler	25,000 * 2,500 2,500	As above As above As above, to be implemented 2008	Sleekburn, some to the transfer stations at Alnwick and Berwick-upon-Tweed
Composting:			
Shiel Dyke, Alnwick	4,999	Operational	Green waste from HWRCs in the area and any kerbside collected green waste
Transfer Stations:			
Alnwick	25,000 *	Operational, extension and improvement works granted permission, to be implemented 2007	 Will accept: Residual waste from households in the area The kerbside collected dry recyclables from
Berwick-upon-Tweed	25,000 *	As above	households in the area • Dry recyclables from the HWRCs in the area
Material Recycling Facility:			
West Sleekburn	50,000	New facility granted permission, to be implemented 2008/09	Will accept: • dry recyclables from the Alnwick and Berwick-upon- Tweed transfer stations
Transfer Station			
West Sleekburn	70,000	New facility granted permission, to be implemented 2008/09	Will accept:Most residual waste from the HWRCs in North Northumberland

^{*} includes both HWRC and transfer station capacity

West Northumberland

6.24 The PFI figures indicate that approximately 612,000 tonnes of Municipal Solid Waste will be produced in this area over the period 2007/08 to 2020/21. Table 6.7 sets out how this waste is likely to be managed. Table 6.8 identifies the existing infrastructure and its capacity. The small, dispersed population and the relatively small amount of waste arisings means that waste management facilities will be of a smaller scale than in South East Northumberland, dealing with locally produced waste.

Table 6.7: Estimated total waste arisings in West Northumberland, 2007/08 to 2020/21 (tonnes)

Total Waste Arisings	Recyclables	Residual
612,000	236,000	376,000

Figures have been rounded

Source: PFI

Future Requirements

6.25 No significant new infrastructure will be required in this area. Development is likely to be limited to the improvement of existing facilities either through extensions or improved layouts to facilitate recycling. The Site Specific Allocations Development Plan Document will need to identify existing facilities should extensions/improvements be required in the future.

Table 6.8: Existing Waste Management Infrastructure to Serve West Northumberland

Facility	Capacity	Status	Pattern of waste
HWRCs:			
Allendale	4,999	Operational, extension and improvement works granted permission, to be implemented 2008	 Dry recyclables will go to the transfer station at Hexham Most residual waste will go to the transfer station at West Sleekburn, some will go to the transfer station at
Haltwhistle	4,999	As above	Hexham
Hexham	25,000 *	As above, to be implemented 2008	
West Wylam	4,999	As above, to be implemented 2008	
Composting:			
Codlaw Hill Farm Anick Grange Nafferton Farm West Farm Harlow Hill	24,999 6,500 1,000 1,000 4,999	Operational facilities	Green waste from HWRCs in the area and any kerbside collected green waste
Transfer Stations: Hexham	25,000 *	Operational, extension and improvement works granted permission, to be implemented 2007	 Will accept: Residual waste from households in the area The kerbside collected dry recyclables from households in the area Dry recyclables from the HWRCs in the area
Material Recycling Facility:			
West Sleekburn	50,000	New facility granted permission, to be implemented 2008/09	Will accept: • dry recyclables from the Hexham transfer station

Facility	Capacity	Status	Pattern of waste
Transfer Station			
West Sleekburn	70,000	New facility granted permission, to be implemented 2008/09	Will accept:Most residual waste from the HWRCs in West Northumberland

^{* *} includes both HWRC and transfer station capacity

POLICY CS10

Waste management capacity to deliver the targets in Policy CS9 for the recycling/composting and recovery of Municipal Solid Waste will be provided as follows:

Waste Management Option	Facility Type	<u>Period</u>	Indicative Capacity (tonnes p.a.)
Recycling,	Facilities for reception, storage, segregation and processing	2007/08 - 2009/10	60-160,000
composting,		2010/11 - 2015/16	160-195,000
recovery		2016/17 - 2020/21	195-205,000

This provision will comprise:

- sites with planning permission, as set out in Tables 6.4, 6.6 and 6.8;
- a new household waste recovery centre in the Cramlington area; and
- a new on-farm composting facility to serve Berwick-upon-Tweed Borough.

Rejected Options

No options were considered as the capacity requirements and the locations for additional facilities have already been established through the Joint Municipal Waste Management Strategy and the PFI scheme.

Related Strategies

National Policy	• PPS10
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies Northumberland Joint Municipal Waste Management Strategy

CAPACITY REQUIREMENTS AND LOCATIONAL STRATEGY - COMMERCIAL AND INDUSTRIAL WASTE

6.26 As with Municipal Solid Waste, national planning policy requires the sufficient and timely provision of waste management facilities and requires the Minerals and Waste Development Framework to demonstrate how capacity equivalent to at least 10 years of the annual rate set out in the Regional Spatial Strategy could be provided. Table 6.9 indicates future waste arisings from this source. The recovery figures assume that the regional recovery target, as set out in Policy CS9, will be met.

Table 6.9: Projected Annual Commercial and Industrial Waste Arisings that Northumberland should plan for

Year	Total projected Waste Arisings (Source: RSS)	Total waste arisings requiring recovery	Total residual waste
2005/06	528,000	280,000	248,000
2006/07	536,000	295,000	241,000
2007/08	544,000	310,000	234,000
2008/09	552,000	326,000	226,000
2009/10	560,000	342,000	218,000
2010/11	569,000	358,000	211,000
2011/12	577,000	375,000	202,000
2012/13	586,000	393,000	193,000
2013/14	595,000	411,000	184,000
2014/15	604,000	429,000	175,000
2015/16	613,000	447,000	166,000
2016/17	622,000	454,000	168,000
2017/18	631,000	461,000	170,000
2018/19	641,000	468,000	173,000
2019/20	650,000	474,000	175,000
2020/21	660,000	482,000	178,000

Figures have been rounded Figures are in tonnes

6.27 There is already some existing recovery capacity in the County for Commercial and Industrial Waste:

Location:	Capacity (tonnes per annum):
South East Northumberland	200,000
West Northumberland	97,000

Total 297,000

There remains a large capacity gap however, and most of the waste arisings requiring recovery, as set out in Table 6.9 will require new facilities. This is the case across the whole County.

6.28 Commercial and industrial waste is produced by businesses and industry in the County. Waste production is, to a large degree, tied to

the number of businesses and employees. In Northumberland, the majority of commercial and industrial businesses and employees are in the South East of the County. In the interests of minimising waste transport, the majority of the new capacity should be in South East Northumberland. There are similar numbers of businesses/employees in North Northumberland and West Northumberland. The remainder of the new capacity should be distributed between these areas.

6.29 Planning Policy Statement 10 encourages opportunities to co-locate waste facilities together and with complementary activities, reflecting the concept of resource recovery parks. South East Northumberland is the preferred location for any such scheme, should one come forward in the County.

Policy CS11

Waste management capacity to deliver the targets in Policy CS9 for the recycling/composting and recovery of commercial and industrial waste will be provided as follows:

Waste Management Option	Facility Type	<u>Period</u>	Indicative Capacity (tonnes p.a.)
Recycling,	Facilities for reception, storage, segregation and processing	2007/08 - 2009/10	300-350,000
composting,		2010/11 - 2015/16	350-400,000
recovery		2016/17 - 2020/21	450-500,000

This provision will comprise sites with planning permission and site allocations.

The distribution of new capacity should reflect the following principles:

- At least 50% of new capacity should be located in South East Northumberland
- The remainder of new capacity should be distributed across North and West Northumberland
- The main focus for development will be the main towns in the County
- The secondary centres will be appropriate for small scale facilities only.

- The Cambois Zone of Economic Opportunity should be the priority for the location of any resource recovery park
- The location of new facilities should accord with the sequential approach set out in Policy CS12.

Rejected Options

Consideration of fewer, larger sites was considered but rejected as it would mean greater transport distances which is contrary to the vision and objectives, did not receive the support of consultees or the Sustainability Appraisal and would not reflect the settlement hierarchy being implemented through the Local development Frameworks.

Related Strategies

National Policy	PPS10
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

THE SEQUENTIAL APPROACH

- 6.30 National and regional policy identifies that an important element in delivering sustainable development is making the efficient use of land through the use of suitably located previously developed land and buildings and minimising the loss of greenfield land. Planning Policy Statement 10 advises that consideration should be given to locating waste management facilities where the waste is actually produced and, in recognition of the fact that many of the facilities required to meet recycling/recovery targets are very similar in nature to general industrial processes, that industrial locations are also appropriate.
- 6.31 The Joint Structure Plan identifies a settlement hierarchy to guide future development (Policies S1, S7 and S8) to the most sustainable locations. The priority for development is the main towns in South East Northumberland Ashington, Bedlington, Blyth, Cramlington. The majority of development in the rural areas will be focussed on the main towns of Alnwick, Amble, Berwick-upon-Tweed, Haltwhistle, Hexham, Morpeth, Ponteland and Prudhoe. Smaller scale development will be encouraged in the secondary centres of Allendale, Belford, Bellingham, Corbridge, Hadston, Haydon Bridge, Rothbury, Seahouses, Seaton Delaval, Widdrington Station and Wooler. This settlement hierarchy is

being implemented through the emerging Local Development Frameworks which are prioritising them as locations for new development. To ensure that there is a network of waste management facilities to support both new development which will generate waste, and also the majority of the existing population and businesses, this settlement hierarchy is also appropriate to guide the location of new waste management facilities.

- 6.32 The locational strategy in the emerging Regional Spatial Strategy is based on the concept of city regions. The Tyne and Wear city region is the main economic driver in the region, with a smaller city region being identified in the Tees Valley. The conurbations and main towns will continue to be the economic drivers within the city regions, as they will be where the majority of existing and new employment opportunities will be located. The Tyne and Wear city region includes the districts of Castle Morpeth, Tynedale, Blyth Valley and Wansbeck.
- 6.33 In line with national and regional policy and the emerging Local Development Frameworks, a restrictive approach will be taken to new buildings in the open countryside. However, there are certain types of waste management facility such as open windrow composting, which require an open location.

POLICY CS12

Locations for new waste management facilities should be selected in the following order of preference:

- 1) On-site management of waste where appropriate
- 2) Industrial estates or suitable previously developed land or buildings in the main towns and secondary centres
- 3) Other suitable locations in the main towns and secondary centres not protected for other purposes and which are well served by the transport network
- 4) Other suitable industrial estates, previously developed land/buildings or existing waste management facilities outwith the main towns and secondary centres which are well served by the transport network
- 5) Open countryside but restricted to facilities requiring open sites

Rejected Options

No options were considered as this reflects national and regional policy and is consistent with the approach in the emerging Local Development Frameworks.

Related Strategies

National Policy	• PPS10
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

LANDFILL

- 6.34 Planning Policy Statement 10 recognises that, whilst landfill is the last option for managing waste, it still needs to be adequately catered for. As Table 6.9 shows, the County will still require landfill capacity for commercial and industrial waste, even if the challenging recovery targets are met. Landfill capacity for Municipal Solid Waste will be minimal as the majority of residual waste will go to the Energy from Waste plant on Teesside.
- 6.35 There are three existing landfill sites in the County that are allowed to accept a wide range of waste types produced by households, businesses and industry (non-hazardous landfill sites). Two are located in South East Northumberland (Ellington Road and Seghill) and one in the South West near the border with County Durham and Gateshead (Hollings Hill). There are two inert waste landfill sites in Northumberland, located in Tynedale district (Thornbrough) and Castle Morpeth Borough (Prestwick Pit). These are allowed to take only a limited type of waste, mainly the waste from construction and demolition projects such as rubble and soil.
- 6.36 At 31 December 2006, the landfill capacity for Municipal Solid Waste and commercial and industrial waste in Northumberland was around 5.8 million cubic metres:

Site	Void space, at 31 December 2006 (m³)	Annual licensed capacity (tonnes)
Ellington Road	1,661,000	200,000
Seghill	728,000	350,000
Hollings Hill	3,500,000	25,000

Source: Environment Agency Figures have been rounded 1 tonne equates to 1 m³

- 6.37 Taking account of the national targets for landfill reduction and trends within the waste management industry, the strategy for future non hazardous landfill involves concentrating activities at the existing sites of Ellington Road and Seghill. These are generally well placed to serve the population of the County, whilst being appropriately located to minimise disturbance to local communities and the environment. There is a large capacity at Hollings Hill but this site is not particularly well located to serve much of the County.
- 6.38 The Seghill site serves South East Northumberland but does have a wider sub-regional role in meeting landfill capacity requirements form the wider Tyne and Wear area. There will be a need for additional capacity at this site. An application to extend its capacity by 4.35 million m³ will be determined shortly after this Core Strategy is submitted. If approved, this will give sufficient capacity for this area. Ellington Road serves North Northumberland area. Additional capacity may be required but it is very dependent on the extent to which the recovery targets are met. West Northumberland is served by Hollings Hill and sites in Gateshead and these have sufficient capacity.
- 6.39 In terms of inert landfills, the two existing sites only have limited time remaining on their permissions. Additional capacity may be required. However, the amount of inert waste that is likely to be produced in the future is very difficult to predict as it is tied to the region's economy and the levels of construction activity. It is also a waste stream which is subject to high levels of on site recycling and reuse. This is evident from the fact that the two inert landfill sites have extended their planning permission end dates because of the lack of waste materials. A criteria based approach will therefore be adopted for this type of landfill.
- 6.40 Further criteria will be identified through the inclusion of policies in the Development Control Framework Development Plan Document for the provision of other non hazardous landfill capacity, and for inert landfill capacity. These policies should address transport issues and environmental impacts, in particular on groundwater, and restoration.

Policy CS13

The location of additional non hazardous landfill capacity should be focussed on the existing landfill sites of Seghill and Ellington Road.

Related Strategies

National Policy	• PPS10
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies Northumberland Joint Municipal Waste Management Strategy

HAZARDOUS WASTE

- 6.41 Hazardous waste includes a range of waste streams that are potentially harmful to human health and the environment. They represent only a very small proportion of the waste produced in Northumberland. In 2004, just under 25,000 tonnes of hazardous waste was produced. About one third of this was exported out of the County for management. A very small amount of waste was imported into Northumberland for management.
- 6.41 The emerging Regional Spatial Strategy identifies the amount of hazardous waste likely to be produced in the Region and the waste management methods required to manage the waste. It does not apportion the waste arisings to individual waste planning authorities but does state that the priority for locating such facilities should be Tyne and Wear and Tees Valley.
- 6.42 Given this regional context and the small amount of hazardous waste that is produced and managed in the County, it is not intended to identify a spatial strategy in the way that has been done for other waste types. The preferred approach is therefore to include criteria based policies in the Development Control Framework.

CHAPTER 7: NORTHUMBERLAND'S SOCIAL AND ECONOMIC DEVELOPMENT

- 7.1 The main objectives in relation to Northumberland's social and economic development are:
 - I. To protect and enhance the attractiveness of Northumberland as a location for investment
 - J. To maximise the social and economic benefits of the minerals and waste industry
- A key policy priority for the North East Region, as identified in the 7.2 emerging Regional Spatial Strategy and the Regional Economic Strategy, is to achieve an urban and rural renaissance through economic prosperity and growth and the delivery of sustainable communities. Two regeneration areas within Northumberland are identified in the emerging Regional Spatial Strategy - the South East Northumberland and North Tyneside Regeneration Initiative area and the Rural Coalfield Regeneration Area. Economic regeneration is also a policy priority of the County Council. The Joint Structure Plan identifies a South East Northumberland Regeneration Area which is the priority location for the majority of development. The policy priorities in these areas are job creation and retention together with social led regeneration initiatives and environmental enhancement. The rural areas are also recognised as important contributors to the regeneration of the County and the North East Region.
- 7.3 It is important that regeneration efforts are not hindered by inappropriate development which may affect the attractive image of the County as a business location and tourist destination. However it is also important to recognise that minerals and waste developments provide job opportunities.

POLICY CS14

Minerals and waste developments should support sustainable economic growth by positively contributing to the development and diversification of Northumberland's economy and the creation and retention of employment.

Rejected Options

No options have been considered as this Policy reflects national, regional and local priorities, received support from consultees and helps deliver the Minerals and Waste Development Framework objectives.

Related Strategies

National Policy	MPS1
Regional Strategies/Plans	Regional Spatial StrategyRegional Economic Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies

Submission Draft

June 2007

CHAPTER 8: SECURING EFFECTIVE AND IMAGINATIVE RESTORATION OF SITES

- 8.1 The main objectives in relation to securing effective and imaginative restoration of sites minerals extraction and landfill sites are:
 - K. To ensure that minerals and waste sites are reclaimed to a high standard.
 - L. To seek the implementation of positive after-uses
- 8.2 Over the past 20 years, standards of reclamation at minerals extraction and landfill sites have improved in response to pressure from environmental groups, public concern, more effective use of planning controls and changing attitudes in the minerals/waste industry. Government policy in 'Minerals Planning Guidance 7: Reclamation of Mineral Workings' and Minerals Policy Statement 1 emphasises the importance of good quality reclamation and the importance of seeking to enhance the environment through reclamation. It also emphasises the need for a high level of commitment by all parties concerned.
- 8.3 It is essential that mineral extraction/landfill operations and their subsequent reclamation are properly designed at the planning application stage to ensure that both are technically and economically feasible, and their impact can be fully assessed. More detail on good practice in reclamation will be given in a Reclamation Supplementary Planning Document to be prepared in 2009.

POLICY CS15

The reclamation and future use of sites will be a primary consideration when planning for minerals and landfill developments. Restoration will be addressed at an early stage in the planning process and the progressive restoration of sites should form an integral part of the mineral extraction and landfill process.

Proposals for the after-use of sites should seek to positively enhance the local environment and bring benefits to local communities. Particular regard will be paid to the following:

- Opportunities for the enhancement of the amenity of local communities;
- Opportunities for improvements to the landscape;

- Opportunities for the provision of recreational and sport facilities and public open space, in particular any requirements identified in the Open Space Strategies in Northumberland;
- Opportunities for the creation or enhancement of biodiversity and geodiversity, in particular delivery of the Northumberland Biodiversity Action Plan targets;
- Opportunities for the enhancement of the historic environment;
- Opportunities for the creation of community woodlands;
- Opportunities for the creation of new public rights of way;
- Opportunities for the creation of public art.

Rejected Options

A more basic reclamation policy, which would merely have required reclamation to an appropriate after-use, was considered. However, this was rejected because the feedback received indicated a strong support for a positive approach to reclamation. National and regional policy also places a high emphasis on securing beneficial after-uses.

Related Strategies

National Policy	MPS1MPG7
Regional Strategies/Plans	Regional Spatial Strategy
Northumberland Strategies/Plans	 Structure Plan Local Plans/Local Development Frameworks Community Strategies Northumberland Biodiversity Action Plan

CHAPTER 9: MONITORING AND IMPLEMENTATION FRAMEWORK

- 9.1 Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. Monitoring helps to address questions like:
 - are policies achieving their objectives and in particular are they delivering sustainable development?;
 - have policies had unintended consequences?;
 - are the assumptions and objectives behind policies still relevant?; and
 - are the targets being achieved?

Monitoring represents a crucial feedback loop within the cyclical process of policy-making.

- 9.2 The County Council is required to produce an Annual Monitoring Report by the end of December each year, covering the preceding monitoring year, which runs from 1 April to 31 March. The Annual Monitoring Report is required to review the achievement of the key milestones identified in the Local Development Scheme for the preparation the Minerals and Waste Development Framework and to assess the extent to which the policies are achieving their objectives.
- 9.3 Measuring the performance of policies requires a clear statement of their objectives. Relevant indicators then need to be identified and appropriate targets set against which movement towards or away from policy objectives can be measured over time. The monitoring and evaluation of progress towards objectives and targets will then form part of the feedback mechanism to ensure the effective operation of policies, or highlight any revisions that may be required.
- 9.4 Government advice identifies a number of indicator types:
 - Output Indicators, which measure the direct effect of a policy.
 - **Contextual Indicators**, which measure changes in the wider social, economic, and environmental background against which policies operate.
 - **Significant Effects Indicators**, which measure the significant effects of the plan (linked to the Sustainability Appraisal / Strategic Environmental Assessment).
- 9.5 The following tables set out a monitoring and implementation framework for the policies in the Minerals and Waste Development

Framework. To try and ensure an integrated approach to monitoring with other strategies and plans, the indicators identified correspond, wherever possible, with:

- the national core output indicators;
- the indicators used to monitor the Regional Spatial Strategy;
- the indicators used in the Sustainability Appraisal for the Minerals and Waste Development Framework; and
- the indicators used in the Northumberland Community Strategy and the community strategies for each of the six districts.

Policy	MWDF Objective	Implementation Routes	Delivery Bodies	Monitoring
CS1	A, B, C, D	 Decisions on planning applications; Inclusion of detailed policies in the Development Control Framework DPD Allocation of preferred areas in the Site Specific Policies DPD; Use of planning obligations; Preparation of a Site Management and Operations SPD 	NCC; applicants	 Use of rail transport for minerals/waste; % of development on previously developed land Number of important features affected by decisions on planning applications
CS2	E, F	 Identification of Mineral Safeguarding Areas; Allocation of preferred areas in the Site Specific Policies DPD; Inclusion of relevant policies in LDFs Decisions on planning applications 	NCC; District Councils; minerals operators	 % of County assessed for Mineral Safeguarding Areas; number of LDFs containing sustainable construction policies; production of secondary/recycled aggregate
CS3	B, C, D, E	 Decisions on planning applications; Allocation of preferred areas in the Site Specific Policies DPD; Inclusion of detailed policies in the Development Control Framework DPD 	NCC	 level of aggregate landbanks; annual production of sand and gravel and crushed rock and its location new infrastructure developments impacting on aggregate demand

Policy	MWDF Objective	Implementation Routes	Delivery Bodies	Monitoring
CS4	B, C, E	 Decisions on planning applications; Allocation of preferred areas in the Site Specific Policies DPD; Identification of Opencast Coal Constraint Areas in the Site Specific Policies DPD Inclusion of detailed policies in the Development Control Framework DPD 	NCC	 Tonnages of coal permitted and its location Location of new development Destination of coal produced in the County
CS5	C, E, F	 Decisions on planning applications Inclusion of detailed policies in the Development Control Framework DPD 	NCC	 Tonnages of stone permitted; Number of applications to re-use waste stone
CS6	B, C, E	 Decisions on planning applications Inclusion of detailed policies in the Development Control Framework DPD 	NCC	Development approved as departures from this policy
CS7	B, E	 Decisions on planning applications Inclusion of detailed policies in the Development Control Framework DPD 	NCC	 Tonnages of clay permitted; number of applications to re-use waste material
CS8	B, C, E	 Decisions on planning applications Inclusion of detailed policies in the Development Control Framework DPD 	NCC	Development approved as departures from this policy
CS9	C, G, H	 Decisions on planning applications; allocation of preferred areas in the Site Specific Policies DPD; 	NCC	Amount of MSW arising and managed by management type and % each management type represents of the waste managed

Policy	MWDF Objective	Implementation Routes	Delivery Bodies	Monitoring
CS10	D, G, H	 Decisions on planning applications; allocation of preferred areas in the Site Specific Policies DPD; 	NCC	Capacity of new waste management facilities by type
CS11	D, G, H	 Decisions on planning applications; allocation of preferred areas in the Site Specific Policies DPD; 	NCC	Capacity of new waste management facilities by type
CS12	C, D, G, H	 Decisions on planning applications; allocation of preferred areas in the Site Specific Policies DPD; 	NCC	 Development approved as departures from this policy Location of new capacity
CS13	C, G, H	 Decisions on planning applications; Inclusion of detailed policies in the Development Control Framework DPD 	NCC	Capacity of new waste management facilities by type
CS14	I, J	Decisions on planning applications	NCC	Number of employees in the minerals and waste industry
CS15	K, L	Decisions on planning applicationsPreparation of a Reclamation SPD	NCC, applicants	Afteruses proposed

APPENDIX A: TESTS OF SOUNDNESS

A1 Following the consultation period on the submission document, the representations received will be independently examined. The purpose of the examination is to determine whether the plan is 'sound'. There are nine 'tests of soundness' against which representations should be made. As the purpose of this stage is to assess whether the core strategy is sound, representations should be directed towards the soundness of the plan document. Details on how to do this are provided with the response forms. A development plan document will be sound if it meets the following tests:

Procedural

- i. it has been prepared in accordance with the local development scheme:
- ii. it has been prepared in compliance with the statement of community involvement,
- iii. the plan and its policies have been subjected to sustainability appraisal;

Conformity

- iv. it is a spatial plan which is consistent with national planning policy and in general conformity with the regional spatial strategy for the region;
- v. it has had regard to the authority's community strategy;

Coherence, consistency and effectiveness

- vi. the strategies/policies/allocations in the plan are coherent and consistent within and between development plan documents prepared by the authority and by neighbouring authorities, where cross boundary issues are relevant;
- vii. the strategies/policies/allocations represent the most appropriate in all the circumstances, having considered the relevant alternatives, and they are founded on a robust and credible evidence base;
- viii. there are clear mechanisms for implementation and monitoring; and
- ix. the plan is reasonably flexible to enable it to deal with changing circumstances.

APPENDIX B: GLOSSARY

Amenity - A positive element or elements that contribute to the overall character of an area, for example open land, trees, historic buildings and how they relate to each other.

Appropriate Assessment - An assessment undertaken under the Habitats Directive, to assess the impacts of a land-use plan against the conservation objectives of relevant European sites. The assessment determines whether the plan would adversely affect the integrity of any European site in terms of its conservation objectives.

Biodegradable Waste - Waste that is capable of breaking down, such as food, garden waste and paper.

Biodiversity - The whole variety of life encompassing all genetics, species and ecosystem variations, including plans and animals.

Commercial and Industrial Waste - produced by retailers, catering establishments, offices, sport, recreation or entertainment facilities and manufacturing businesses

Community Strategy - A strategy prepared by local authorities to help deliver local community aspirations, under the Local Government Act 2000.

Composting - The process that converts biodegradable material such as garden or kitchen waste, in the presence of oxygen (aerobic) into a stable material that can be used as a soil improver. Composting can be done at different scales, from home composting to a large centralised facility.

Core Strategy - A Development Plan Development setting out the spatial vision and objectives of the planning framework for an area, having regard to the Community Strategy (see also Development Plan Documents).

Development - Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.

Development Plan Documents (DPDs) - Development Plan Documents are Local Development Documents that have development plan status. Once adopted, development control decisions must be made in accordance with them unless material considerations indicate otherwise. The Development Plan Documents which local planning authorities must prepare include the core strategy, site-specific allocations of land and, where needed, area action plans. There will also be a proposals map, which illustrates the spatial extent of policies that must be prepared and maintained to accompany all Development Plan Documents. All Development Plan Documents must be

subject to rigorous procedures of community involvement, consultation and independent examination, and adopted after receipt of the inspector's binding report.

Greenhouse Gases - Naturally occurring examples include water vapour, carbon dioxide, methane, nitrous oxide and ozone. Some human activities increase these gases, including fossil fuel combustion within motor vehicles and some power stations.

Household Waste Recovery Centres (HWRC)- A facility provided by the Waste Disposal Authority that is available to the public to deposit waste which cannot be collected by the normal household waste collection round.

Industrial Waste - waste from a factory or industrial process

Inert Waste - Waste not undergoing significant physical, chemical or biological changes following disposal, as it does not adversely affect other matter that it may come into contact with, and does not endanger surface or groundwater

Issues, Options and Preferred Options - The "pre-submission" consultation stages on Development Plan Documents with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.

Landbank – an indicator to assess when new permissions should be considered.

Landfill (including landraising) - The permanent disposal of waste into the ground, by the filling of man-made voids or similar features, or the construction of land forms above ground level (landraising).

Landfill Gas - The gas generated in any landfill site accepting biodegradable material. It consists of a mixture of gases, mainly methane and carbon dioxide.

Landscape Character - The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement

Local Development Documents (LDDs) - These include Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not form part of the statutory development plan. Local Development Documents collectively deliver the spatial planning strategy for the local planning authority's area.

Local Development Framework/Minerals and Waste Development Framework (LDF) - A non-statutory term used to describe a folder of documents, which includes all the local planning authority's local development

documents (comprised of development plan documents, which will form part of the statutory development plan, and supplementary planning documents). The development framework will also comprise the statement of community involvement, the local development scheme and the annual monitoring report.

Local Development Scheme (LDS) - The local planning authority's timescaled programme for the preparation of Local Development Documents that must be agreed with Government and reviewed every year.

Mineral Planning Statement (MPS) - Minerals Planning Statement published by central government setting out national policy on minerals. Mineral Planning Statements will eventually replace the Minerals Planning Guidance Notes (MPGs).

Municipal Solid Waste (MSW) - waste produced by households and any other waste collected by a waste collection authority such as litter, beach cleansing waste, and waste resulting from the clearance of fly tipped material

Planning permission - Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed.

Planning Policy Guidance (PPG) - Issued by central Government setting out its national land use policies for England on different areas of planning. These are being replaced by **Planning Policy Statements**.

Preferred Areas - Areas of known resources where planning permission might reasonably be anticipated, subject to the tests of environmental acceptability.

Proximity Principle - Requires that waste should be managed as near as possible to its place of production, to reduce travel impacts.

Recovery - Value can be recovered from waste by recovering materials through recycling, composting or recovery of energy.

Recyclables - waste material that can be reclaimed for another use.

Recycled Aggregates - Aggregates produced from recycled construction waste such as crushed concrete and planings from tarmac roads.

Recycling - The reprocessing of waste either into the same product or a different one.

Refuse Derived Fuel (RDF) - A fuel product produced from the combustible fraction of waste.

Regeneration - The economic, social and environmental renewal and improvement of rural and urban areas.

Regional Aggregates Working Party - A working group consisting of local authority officers, representatives of the aggregates industry and central government established to consider the supply and demand for aggregate minerals.

Regional Planning Body (RPB)/Regional Assembly - Each of the English regions outside of London has a Regional Chamber that the regions generally call "Regional Assemblies". They are responsible for developing and coordinating a strategic vision for improving the quality of life in a region. The Assembly is responsible for setting priorities and preparing certain regional strategies, including Regional Spatial Strategies. In the North East of England the Regional Planning Body is the North East Assembly.

Regional Planning Guidance (RPG) - Regional planning policy and guidance issued for each region in England by the Secretary of State.

Regional Self-sufficiency - Requires that most waste should be managed within the region in which it is produced.

Regional Spatial Strategy (RSS) - A strategy for how a region should look in 15 to 20 years time and possibly longer. The new Regional Spatial Strategies are being prepared by the Regional Planning Bodies.

Residual Waste - Waste remaining after materials for re-use, recycling and composting have been removed.

Secondary Aggregates - Includes by-product waste, synthetic materials and soft rock used with or without processing as a secondary aggregate

Sequential approach/sequential test - A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, brownfield sites before greenfield sites.

Small-scale waste facility - a facility that has an annual capacity of less than 10,000 tonnes

Statutory - Required by law (statute), usually through an Act of Parliament.

Strategic Environmental Assessment (SEA) - An environmental assessment of certain plans and programmes, including those in the field of planning and land use, which complies with the European Union Directive 2001/42/EC. The environmental assessment involves the:

- preparation of an environmental report;
- carrying out of consultations;
- taking into account of the environmental report and the results of the consultations in decision making;
- provision of information when the plan or programme is adopted; and

 showing that the results of the environment assessment have been taken into account.

Structure Plan - A plan which sets out strategic planning policies and forms the basis for detailed policies in local plans and Development Plan Documents. These plans will be replaced by Regional Spatial Strategy over time.

Submission Document - A Development Plan Document submitted to the Secretary of State for independent examination before a Government appointed Planning Inspector.

Supplementary Planning Document - An Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

Sustainability Appraisal (including Environmental Appraisal) - The process of weighing and assessing all the policies in a development plan, Local Development Document, or Regional Spatial Strategy, for their global, national and local implications. (See also Strategic Environmental Assessment).

Sustainable Development - A widely used definition drawn up by the World Commission on Environment and Development in 1987: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

Waste Hierarchy - A framework for securing a sustainable approach to waste management. Wherever possible, waste should be minimised. If waste cannot be avoided, then it should be re-used; after this value recovered by recycling or composting; or waste to energy; and finally landfill disposal.

Waste Minimisation/Reduction - The most desirable way of managing waste, by avoiding the production of waste in the first place.

World Heritage Site - A cultural or natural site of outstanding universal value designated by the "International Council on Monuments and Sites" (ICOMOS), for example Hadrian's Wall.