



Brighton & Hove
City Council

Overview & Scrutiny

Title:	Environment & Community Safety Overview & Scrutiny Committee
Date:	9 November 2009
Time:	4.00pm
Venue	Council Chamber, Hove Town Hall
Members:	Councillors: Morgan (Chairman), Janio (Deputy Chairman), Davey, Davis, Drake, Rufus, Smart and Wells
Contact:	Mary van Beinum Overview & Scrutiny Support Officer 01273 - 29 - 1062 mary.vanbeinum@brighton-hove.gov.uk

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The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

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Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

For further details and general enquiries about this meeting contact Mary van Beinum, (01273 - 29 - 1062, email mary.vanbeinum@brighton-hove.gov.uk) or email scrutiny@brighton-hove.gov.uk

Date of Publication - Friday, 30 October 2009

Agenda Item 26

To consider the following Procedural Business:-

A. Declaration of Substitutes

Where a Member of the Committee is unable to attend a meeting for whatever reason, a substitute Member (who is not a Cabinet Member) may attend and speak and vote in their place for that meeting. Substitutes are not allowed on Scrutiny Select Committees or Scrutiny Panels.

The substitute Member shall be a Member of the Council drawn from the same political group as the Member who is unable to attend the meeting, and must not already be a Member of the Committee. The substitute Member must declare themselves as a substitute, and be minuted as such, at the beginning of the meeting or as soon as they arrive.

B. Declarations of Interest

- (1) To seek declarations of any personal or personal & prejudicial interests under Part 2 of the Code of Conduct for Members in relation to matters on the Agenda. Members who do declare such interests are required to clearly describe the nature of the interest.
- (2) A Member of the Overview and Scrutiny Commission, an Overview and Scrutiny Committee or a Select Committee has a prejudicial interest in any business at meeting of that Committee where –
 - (a) that business relates to a decision made (whether implemented or not) or action taken by the Executive or another of the Council's committees, sub-committees, joint committees or joint sub-committees; and
 - (b) at the time the decision was made or action was taken the Member was
 - (i) a Member of the Executive or that committee, sub-committee, joint committee or joint sub-committee and
 - (ii) was present when the decision was made or action taken.
- (3) If the interest is a prejudicial interest, the Code requires the Member concerned:-
 - (a) to leave the room or chamber where the meeting takes place while the item in respect of which the declaration is made is under consideration. [There are three exceptions to this rule which are set out at paragraph (4) below].
 - (b) not to exercise executive functions in relation to that business and

(c) not to seek improperly to influence a decision about that business.

(4) The circumstances in which a Member who has declared a prejudicial interest is permitted to remain while the item in respect of which the interest has been declared is under consideration are:-

- (a) for the purpose of making representations, answering questions or giving evidence relating to the item, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, BUT the Member must leave immediately after he/she has made the representations, answered the questions, or given the evidence,
- (b) if the Member has obtained a dispensation from the Standards Committee, or
- (c) if the Member is the Leader or a Cabinet Member and has been required to attend before an Overview and Scrutiny Committee or Sub-Committee to answer questions.

C. Declaration of Party Whip

To seek declarations of the existence and nature of any party whip in relation to any matter on the Agenda as set out at paragraph 8 of the Overview and Scrutiny Ways of Working.

D. Exclusion of Press and Public

To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

Note: Any item appearing in Part 2 of the Agenda states in its heading the category under which the information disclosed in the report is confidential and therefore not available to the public.

A list and description of the exempt categories is available for the public inspection at Brighton and Hove Town Halls.

BRIGHTON & HOVE CITY COUNCIL

ENVIRONMENT & COMMUNITY SAFETY OVERVIEW & SCRUTINY COMMITTEE

4.00PM 14 SEPTEMBER 2009

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors Morgan (Chairman); Janio (Deputy Chairman), Davey, Davis, Drake, Wells and Kennedy

PART ONE

11. PROCEDURAL BUSINESS

11a Declarations of Substitutes

Councillor Amy Kennedy was substituting for Councillor Sven Rufus; Councillor David Smart had given his apologies.

11b Declarations of Interests

Councillor Ian Davey declared a personal and non-prejudicial interest in item 18 as a part-time worker with a cycling charity

11c Declaration of Party Whip

There were none.

11d Exclusion of Press and Public

In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

RESOLVED: That the press and public be not excluded from the meeting.

12. MINUTES OF THE PREVIOUS MEETING HELD ON 22 JUNE

12.1 The minutes of the meeting held on 22 June were agreed and signed by the Chairman.

13. CHAIRMAN'S COMMUNICATIONS

13.1 The Chairman told the Committee that each Scrutiny Committee Chairman would be meeting regularly with the relevant Cabinet Member(s) and Director.

13.2 An additional formal meeting of ECSOSC would be held following 9 December Cabinet, in the form of a budget seminar. This was being scheduled for 2pm on Friday 18 December in Hove Town Hall. Similar meetings were being planned for the other O&S Committees.

**14. PUBLIC QUESTIONS/LETTERS FROM COUNCILLORS/NOTICES OF MOTION
REFERRED FROM COUNCIL**

14.1 There were none.

15. OLDER PEOPLE AND COMMUNITY SAFETY SCRUTINY PANEL

15.1 Councillor Mo Marsh, Chair of the Scrutiny Panel on Older People and Community Safety, introduced the Panel's report and answered questions. Councillor Marsh reminded the meeting that the matter had been raised at the Community Safety Forum (CSF); and thanked the Panel Members and all partner organisations, residents and officers who had been involved.

15.2 The Committee Chairman thanked the Members of the Panel and all those involved including the Director of Age Concern who had brought this to the attention of CSF. Councillor Morgan referred to both distraction burglars and rogue traders who can have a serious impact on predominantly older people.

15.3 The Head of Community Safety answered questions on discouraging cold calling.

15.4 The Committee noted the importance of working in partnership on the matters raised in the Panel's report.

15.5 When confirmed by ECSOSC the report would be forwarded to CSF for information.

15.6 The Committee wished to add an additional recommendation; that the report be publicised as widely as possible.

15.7 **RESOLVED;** 1) that the scrutiny panel's report be endorsed.

2) that the report recommendations be referred to the council's Executive, the council's Community Safety Forum for information and to the appropriate partner organisations

3) In line with the scrutiny panel's recommendation 18, that monitoring actions following the scrutiny review, be included in the Committee's work plan

4) In line with the scrutiny panel's recommendation 18, that community safety work regarding minority older groups, be included in the Committee's work plan

5) that the report be publicised as widely as possible.

16. PERFORMANCE IMPROVEMENT REPORT 2008 - 2009

16.1 The Performance Analyst introduced the Performance Improvement Report 2008-2009 and said that for a number of reasons some data was not yet available.

16.2 Members discussed the 5 performance indicators that are significantly below target.

16.3 The Head of Community Safety said NI 15; number of the most serious violent crimes per 1000 population; included domestic crime and violence. Regarding NI 30; reoffending rate of prolific and priority offenders; the cohort had been broadened and performance was affected by the need to appoint an additional case officer and allow time for the scheme and monitoring to become established. More details could be provided if wished.

16.4 The Committee asked whether the presentation can be clarified with a summary analysis.

16.5 **RESOLVED**; 1) That the committee are updated on progress against key indicators within the Local Area Agreement and other indicators within the National Indicator Set.

2) That in future ECSOSC receives an outline report covering a sample of different national and local indicators that fall within the Environment directorate in greater detail. Over time this will allow a fuller understanding of the data that is presented in the performance indicator report.

17. CITYCLEAN REFUSE AND RECYCLING COLLECTION COMPLAINTS

17.1 The Assistant Director CityClean presented the report on the number and type of complaints about refuse and recycling collections across the city. The data showed trends over one year before, during and after the changes to the rounds and introduction of communal bins in central parts of the city.

17.2 The graphs show the number of complaints for each of recycling collections, refuse collections and communal bins. When put in context, the maximum number of complaints per month represented less than 1% of all households for each of missed recycling and missed refuse collections.

17.3 Regarding communal bins, though the number of bins has increased from 200 in August 2008 to 700 now, the number of complaints per bin has decreased from 5.5% to 2.9%.

17.4 The aim was still to get all complaints levels lower, speed up response times and increase customer satisfaction levels.

17.5 Answering questions the Assistant Director Cityclean said there had been problems with handling the volume of telephone calls and emails because of the scale of the changes and slow back office systems. The level of complaints and telephone call abandon rates are reducing as the services settle down. The ICT team are fully involved in improving the systems operating across Cityclean.

17.6 Recycling rates at area or ward level were difficult to assess as most refuse and recycling rounds do not match. With regard to the potential for communal bin recycling and a recycling campaign this is included in the Waste Strategy which has been subject to public consultation and more research on waste content was being planned.

17.7 The Committee also discussed the timing of trade waste collections, wheelie bin lids and green waste collections.

17.8 **RESOLVED** 1) that the trends in the complaints in relation to refuse, recycling and communal bins be noted

(2) that the plans to further improve service quality now that efficiency savings have been delivered and operational changes have bedded in, also be noted.

18. SCRUTINY PANEL SCOPING

18.1 The Head of Scrutiny presented the scoping report on three issues with a view to consideration as to the most appropriate topic for the next ECSOSC scrutiny panel. Additional information was given by the Assistant Director, Sustainable Transport.

18.2 The current Local Transport Plan (LTP) runs from 2007 – 2008 to 2010-2011. ECSOSC would be involved in consultation on the Council's third LTP in the New Year; the Panel would include consideration of both cycling and reducing the number of killed and seriously injured. The meeting heard that a Cycling Project Board had recently been set up.

18.3 The Committee felt that all three matters were worthy of a scrutiny review. After discussion it was agreed to establish a scrutiny panel to investigate the road safety measures being taken by the Council and its partners, and issues affecting the number of killed and seriously injured and to make recommendations if necessary.

18.4 **RESOLVED:** that a scrutiny panel be established as minuted at 18.3 above.

19. ECSOSC WORK PROGRAMME

19.1 Two requests were made for reports to future meetings;

--information on concessionary bus fares for children and young people, and making the use of buses as easy, cheap and safe for them as possible.

-- 'Operation Reduction' - policing the use of drugs

19.2 Councillors had been contacted by concerned residents about Downland Management and asked for an update following the Committee's letter to 30 July Environment Cabinet Member Meeting.

19.3 **RESOLVED** that these items be added to the Committee's work programme

20. ITEM TO TAKE FORWARD TO CMM, CABINET OR COUNCIL

20.1 Item 15, Older People and Community Safety Scrutiny Report would go forward to the Community Safety Forum for information, and to Cabinet and relevant partner organisations for reply.

The meeting concluded at 6.05pm

Signed

Chair

Dated this

day of

BRIGHTON & HOVE CITY COUNCIL

**ENVIRONMENT & COMMUNITY SAFETY OVERVIEW & SCRUTINY COMMITTEE
CALL-IN MEETING**

1.00PM 6 OCTOBER 2009

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors Morgan (Chairman); Older, Davey, Davis, Drake, Randall, Smart and Wells

Also Present; Councillors Duncan and Mitchell

PART ONE

21. PROCEDURAL BUSINESS

21a Declarations of Substitutes

21.1 Councillor Older was acting as substitute for Councillor Janio and Councillor Randall was substituting for Councillor Rufus.

21b Declarations of Interests

21.2 There were none.

21c Declaration of Party Whip

21.3 There were none.

21d Exclusion of Press and Public

In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

RESOLVED: That the press and public be not excluded from the meeting.

22. CHAIRMAN'S COMMUNICATIONS

22.1 The Chairman welcomed everyone especially members of the public. The Head of Scrutiny reminded the meeting that the call-in meeting had been arranged to determine two requests for call-in, items 23 and 24 on the agenda. The Committee could not alter these decisions and was being asked to agree whether or not to send the decisions back for re-determination.

23. CALL-IN REQUEST: PEDESTRIAN NETWORK, PHASE 2 - 17 SEPTEMBER 2009 CABINET DECISION

23.1 Councillor Duncan introduced the call-in request relating to the 17 September Cabinet decision on the Pedestrian Network, Phase 2. The request was not about the merits of the scheme itself but about the presentation of residents' views in the report agreed by Cabinet.

23.2 Councillor Duncan stated that some residents' comments had not been directly reported to Cabinet. He pointed out that Appendix C to the Cabinet report did not include 'Residents' amongst the list of consultees and so some residents felt that their views were not included at all, he said.

23.3 At the invitation of the Chairman, three residents addressed the meeting. Their concerns included; short time for consultation replies, more people congregating outside, noise and licensing issues, vehicle access including disabled access and loading/unloading hours for businesses and clubs, and 'sketchy' diagram for their area. The residents did not think their views had been reflected in the report to Cabinet, although one resident had been given extra time to submit comments.

23.4 Councillor Theobald set out the process of the development of the scheme which he said had taken objections into account as far as possible. He said Ward Members had not made representations at Cabinet on behalf of residents. Although the response rate was relatively low, he and officers were aware of residents' concerns as consultation responses were summarised in the report; consultees are not named in reports.

23.5 Councillor Randall who had spoken at the Cabinet meeting stated that he did not feel that enough evidence was presented in the report. Councillor Mitchell who had also spoken at Cabinet said she was told full pedestrianisation could be considered for the future.

23.6 Some Members asked in view of the small numbers of reply forms completed this time, how the council could elicit more consultation responses on other issues.

23.7 It was noted that the Traffic Regulation Orders were due to be advertised and this would allow additional comment.

23.8 The Chairman proposed an alternative to formal referral back, which involved further informal consultation with local residents including facilitating discussions with the Head of Licensing as part of the ongoing process. The Cabinet Member for Environment agreed however it was important that this should not introduce undue delay into the process.

23.9 Following debate a vote was held and passed which Councillors Randall and Davey opposed. Therefore the decision was not referred back on the basis that further timely informal

consultation would be held with the residents present, on the licensing and access issues that they had raised.

23.10 **RESOLVED** that the decision be not referred back to Cabinet for reconsideration but that further timely informal consultation be carried out as minuted above at 23.8 and 23.9.

**24. CALL-IN REQUEST: DOWNLAND MANAGEMENT - 24 SEPTEMBER
ENVIRONMENT CMM DECISION**

24.1 Councillor Mitchell introduced her call-in request dated 24 September. She said the report to Cabinet Member Meeting had not included information that had been promised to wildlife representatives and to June ECSOSC meeting about managing downland in areas prior to grazing being introduced and for those areas that would not be grazed. The policy should have been made clear in the report in relation to the collection of grass mowings and the views of the conservation and wildlife groups on this issue should have been sought and included in the report.

24.2 Councillor Mitchell also referred to a letter from the Sussex Wildlife Trust which was in support of increased grazing but with some concerns. In her view the CMM decision should be referred back to allow for the inclusion of additional information and for consultation with conservation and wildlife groups.

24.3 The Chairman was disappointed that the 24 September Environment CMM report did not take account of the representations that had been made on behalf of ECSOSC at 30 July Environment CMM.

24.4 Three representatives of conservation and wildlife groups told the meeting that they were pleased with the positive steps being taken with downland grazing plans. However they were displeased that there had been no consultation with wildlife groups and volunteers who had high levels of expertise. Not collecting grass mowings as an intermediate measure was seen as a cut in service and/or budget, allowing the spread of rough grass at the expense of downland species which had taken many years of protection to become established.

24.5 Wildlife groups circulated photographs and argued there was a danger that biodiversity could be lost.

24.6 The Cabinet Member said he appreciated the work and commitment by all those involved and understood the concerns.

24.7 Councillor Theobald queried the reason for the call-in. He said he and officers had met and consulted on May 28 with Gill Taylor (Friends of Hollingbury and Burstead Woods), Bernard Evans, (Friends of Sheepcote Valley), Phil Belden (Brighton Urban Wildlife Group) and Dave Bangs. The decisions on the grazing plans were stated in the decision record to be 'subject to full consultation with ward councillors and residents' (report Appendix 10 refers).

24.8 Following discussion the Committee unanimously agreed to refer the matter back to Environment CMM.

24.9 The Chairman thanked the members of the public for attending the meeting.

24.10 **RESOLVED**; That the Downland Management decision be referred back to CMM for reconsideration due to:

- The lack of consultation with local conversation and wildlife groups
- The lack of information in the CMM report relating to cutting and composting of sites not being grazed
- Lack of analysis evident in the CMM report of the impact of the downland mowing policy on a site by site basis

25. ITEMS TO GO FORWARD TO CMM, CABINET OR COUNCIL

25.1 Cabinet and Environment CMM to be informed of the outcome of the call-in requests.

The meeting concluded at 3.00pm

Signed

Chair

Dated this

day of

ENVIRONMENT AND COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 31

Brighton & Hove City Council

Subject: Management of Roadworks in the City
Date of Meeting: 9th November 2009
Report of: Jenny Rowlands – Director of Environment
Contact Officer: Name: Peter Bloxham – Traffic Manager Tel: 29-2456
E-mail: peter.bloxham@brighton-hove.gov.uk
Wards Affected: All

FOR GENERAL RELEASE/ EXEMPTIONS

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report sets out a response to Councillor Paul Steedman's letter dated 17th February 2009 requesting a report to the Environment and Community Safety Overview and Scrutiny Committee on the policies and processes in place for managing roadworks in the City. Councillor Steedman's letter appears as Appendix 1 to this report.

2. RECOMMENDATIONS:

- 2.1 The committee note the overview given by officers in this report on the policies and processes in place for managing roadworks in the City

3. BACKGROUND INFORMATION

- 3.1 Throughout every year it is necessary for a considerable number of roadwork's to be carried out within the City for a variety of reasons. The Council has a statutory duty to maintain the public highway and statutory powers to carry out improvements. The utilities have a right to access and maintain their existing apparatus and to lay new mains and services in the public highway. Buildings and other structures in the city require maintenance work from time to time and in certain cases these can necessitate an encroachment onto the highway.

- 3.2 In an average year the council carries out nearly 9000 repairs to the public highway and delivers between 30 & 35 integrated transport and maintenance projects from the Local Transport Plan. In addition, the public utilities carry out approximately 8500 repairs (see below) to their mains and services per year. Developers also have an impact on the highway when, for example, new accesses are constructed for shopping or housing developments.
- 3.3 In addition to the 8500 repairs to mains and services carried out by the utility companies, both Southern Water and Southern Gas Networks are currently carrying out large-scale mains replacement programmes in the City. In the case of Southern Water their 'Brighton & Hove Victorian Mains Replacement' project has involved some 53km of water main together with an associated 120km of services in the City Centre area being re-laid since June 2006. The water main replacement programme is however currently drawing to a close with the final sections scheduled for completion by 30th November 2009. However Southern Water have advised that they will have to undertake further mains replacements over the next few years but not on the scale of the previous programme.
- 3.4 These gas and water main replacement programmes are to a large extent driven by the industry regulators. In the case of the gas mains Southern Gas Networks are required to ensure every gas main within 30m of a property is replaced in plastic pipework.
- 3.5 In addition to these water and gas main replacements EDF Energy are undertaking a programme of upgrades to their high voltage cable networks throughout the city. This is to ensure that the network can meet the power requirements of the city and surrounding area in the years to come.
- 3.6 The challenge for the City Council is to co-ordinate all this essential activity and the competing needs for road space between major utility works and highway improvements works whilst minimising traffic disruption, particularly in the City Centre. In addition all this has to be co-ordinated around the many events occurring in the City, such as the May Festival, summer tourist season, autumn conference schedule, Christmas shopping period etc. The list of events being run in the city is ever growing, in 2010 the first ever Brighton Marathon is to be held. This is a major event affecting a considerable part of the City's road network around which works and other activities on the highway will have to be co-ordinated. This will not only affect the route of the race itself, for as where roads are closed to facilitate the event it must be ensured that any diversion routes provided are also clear from obstruction.
- 3.7 The responsibility for co-ordination of highway related activities on a day to day basis resides with the Network Co-Ordination Team and

ultimately the Traffic Manager, one of whose duties is to oversee and expand this co-ordination role.

- 3.8 The Traffic Management Act 2004, places a Network Management duty upon the council, the broad principles of which require it to do all that is reasonably practicable to manage the traffic network and improve conditions for all forms of traffic, including pedestrians, cyclists, public transport, freight transport as well as private cars. In addition a dedicated 'Traffic Manager' has to be appointed.
- 3.9 The Act is split into seven sections, with parts 3 and 4 being specifically relevant to giving local authorities greater control over works upon their network. Following considerable consultation both these sections of the Act came into force on 1st April 2008.
- 3.10 Part 4 of the Act tightens the regulatory framework defined by the New Roads and Street Works Act 1991. The principal changes were:
- Revised Notice Periods to be given for works, including in the case of major works the requirement to give 3 months notice. This is greatly assisting with the co-ordination of works.
 - The amount of time a street can be protected following works can be increased to five years. However this is subject to the criteria for issuing a Section 58 certificate being followed, which involves advance noticing to all affected parties. Any protection placed on a street does not include excavation carried out to carry out an emergency repair or to provide a customer with a service.
 - Increased powers to issue Section 74 Notices and fines where works on the highway overrun or are not cleared away without an extension to the notice being granted.
 - A series of fixed penalty notices were introduced in May 2008 under which a highway authority can penalise a utility company for such issues as submitting an incorrect notice.
- 3.11 Since Section 74 over-runs started to be issued the number of instances where these could have occurred within the City have dramatically decreased, the utility companies are using their systems to control their works better.
- 3.12 The utility companies must advise of their intention to carry out works on the highway by issuing a 'Notice' stating where and when they intend to work and giving details of what they intend doing. There are various notice periods depending upon the duration of the works which have to be given, for example for major works with a duration of 11 days or more 3 months notice has to be given.

- 3.13 It is not a requirement of the Act for the highway authority to Notice its own works (although they must be registered) but it is good practice to do so, partially as the Act clearly requires Parity to be demonstrated.
- 3.14 In addition to demonstrating parity, by requiring the authorities own works to be noticed on the same system as the utility companies and other works, a complete picture of what is happening or planned on the networks is achieved. Such information is essential for the effective co-ordination and management of works across the network. As such the City Council treats its own works in exactly the same way as those carried out by a utility company and requires them to be noticed. At the present time, major works are noticed on a paper system, but when the electronic noticing system is developed further (see below) this will be carried out electronically and will be extended to all works.
- 3.15 The Noticing of works is done electronically through a system known as 'Electronic Transfer of Notices' (EToN). The specification for these systems is produced by DfT from which the individual system providers develop their own system. A revised version of EToN was brought in to coincide with the introduction of Part 4 of the Act. Although nationally there were many problems with the introduction of this revised system, Brighton and Hove had in place a system which could receive notices from the utility companies but not from internally nor could notices be returned electronically with comments. This was due to issues relating to the 'firewalls' on the IT system. To overcome this, the system has been hosted on an external server outside of the councils IT system, which is generating a lot of interest as we are one of the first authorities to externalise in this way. The system is now working very successfully and we are hoping to develop it further to allow internal Noticing, the issue of Fixed Penalty Notices and provide electronic mapping of works.
- 3.16 Part 3 of the Act covers Permit Schemes but the City Council has no immediate plans to follow this approach. However the first Permit schemes in the country are scheduled to go live next years and will be monitored closely.
- 3.17 The Highway Authority has a duty to co-ordinate works on the highway, and to facilitate this, information on works to be undertaken by both the council and the utility companies is requested on a quarterly basis. Information is requested on works, which are planned for the next three months and also in the future. From this, a programme is produced, which is then discussed at a quarterly co-ordination meeting attended by the utility companies and other interested parties. This allows road space to be allocated for planned Council and Utility works so as to minimise delay and disruption and also prevent abortive work. However it must be remembered that the vast majority of utility works are new services, repairs or emergencies that cannot be predicted.

- 3.18 Information on known roadwork's which are either major or likely to cause disruption are placed on a weekly roadwork's bulletin. (Details of minor works such as relaying broken paving slabs, installation of water metres etc. are omitted otherwise the bulletin would become too big) This bulletin which gives details of works scheduled for the following week, and also advance notice of works as well, and is distributed to a wide range of external agencies and partners as well as internally and to all members. This bulletin is being developed further to give more detailed information on major projects. The information is also disseminated through the Council's Transport Web-site. www.journeyon.org.uk . It is also the intention in the future to develop a map based system upon which all roadworks and events will be displayed in more details than is currently available on journeyon, which will be available to the public.
- 3.19 The large scale water main and gas main replacement programmes mentioned above have placed considerable pressure on the City's road network, and have made co-ordinating works more of a challenge. However despite this there have been some notable success stories, in the way these works are being carried out. It was realised early on with the water and gas main works that publicity and keeping people informed would be a key element. As such a partnership approach has been adopted with the City Council working with the utility companies so that any issues can be resolved amicably and quickly. In addition a Liaison Group has been in place for the duration of the works, comprising of representatives from the utility companies, City Council (including their respective press offices), Police, traders and business representatives, resident associations, bus companies and many other stake holder. Through the liaison group it has been possible to both feed back information but also discuss the project with the very people who will be affected, allowing them to have a real involvement in the planning of the project. In addition Southern Water/Southern Gas Networks have provided regular information packs to residents and businesses affected. This approach has helped the project run far smoother than could have been the case and the number of complaints received has been a fraction of what would be normally expected on a project of this size in this location. The approach has been recognised, with Southern Water receiving a national industry award for customer services. A similar approach has been adopted for the EDF works and the Southern Water Waste Water Tunnel project is to use the same liaison group.
- 3.20 In addition in the city centre, we have worked closely with both gas and water companies to encourage them wherever possible to work together when they have works in the same street or area. Such joint working has helped to reduce congestion and disruption around roadwork's in the City, as it results in only one period of disruption as opposed to two or more. For example it is estimated in North Road, that with Southern Water and Southern Gas Networks working together the duration of the works being undertaken and hence disruption has

been halved from approximately 520 days had both companies gone in separately to around 260 days with them working together. This is despite them finding some difficult ground conditions. The opportunity was also taken in North Street for the City Council to supply a duct which was laid by the utility companies as they went. This duct is intended to be used in the future to control traffic signals. A previous example of joint working in Trafalgar Road Portslade saw the gas and water mains being replaced, a new telecoms duct being laid all as part of a full depth re-construction of the carriageway.

- 3.21 Joint working such has been seen in the City is not a common occurrence within the industry, but has proved it is possible resulting in the companies themselves being more receptive to the idea. This joint working has generated a lot of interest from other authorities and is being put forward by the South East Highway and Utility Committee (SEHAUC) as an example of good practice. The practice of joint working will continue to be pursued wherever possible in the future.
- 3.22 The City's Transport Control Centre has been developed over the last few years and now provides a valuable tool in the monitoring of incidents on the road network. The centre has access to around 70 CCTV cameras which are shared with Sussex Police and used for monitoring traffic as well as the enforcement of the bus lanes as well as the polices many uses. The system has recently been replaced, and it is now possible to view several cameras at the same time. This has greatly improved our ability to monitor traffic throughout the city. The control centre has also been expanded to cover the control of the city centre car parks and it is envisaged that the staff employed to do this will be able to monitor traffic flows as well. The setting up of pre-written plans for traffic signals which could be implemented to react to specific traffic conditions is also being investigated.
- 3.23 The control centre will continue to be developed, for example a joint project with the Highways agency is currently underway which should see Variable Message Signs installed on the A23 approach to the City in early 2010. These which will be able to be controlled by both the Highways Agency and the City Council will be used to inform drivers of incidents in the City as well as the A23/A27 Trunk Roads.

4. CONSULTATION

- 4.1 There is not usually necessary to carry out consultation when roadworks are carried out, as any consultation required (for example on new schemes) will have been done previously. However giving information on the works is essential. The utility companies are required to give information regarding their works to frontages outside of which they are planning to work.. Much of the success of the City Centre mains replacement programmes has been down to the liaison carried out prior to and during the works. In addition communication is

undertaken on a regular basis with stakeholders such as the bus company along with the emergency services.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 There are no direct financial implications associated with the production of this report for the Overview and Scrutiny Committee. Highway maintenance work undertaken by the Council is covered by the revenue budgets for routine repairs and preventative maintenance totalling £2.8 million for 2009-10. In addition, an element of the Local Transport Plan capital budget is set aside for maintenance of principle roads, £1.4 million for 2009-10.

Finance Officer Consulted: Karen Brookshaw Date: 21/10/2009

Legal Implications:

- 5.2 Brighton & Hove City Council is both a traffic authority pursuant to the Road Traffic Regulation Act 1984 and a highway authority pursuant to the Highways Act 1980. It therefore has statutory duties and powers to manage and regulate the highways within its control for the benefit of all traffic which duties and powers are enhanced by the legislation referred to in the report.

This report does not identify any human rights issues but if any are subsequently identified they will form the basis of a further report

Legal Officer Consulted: Hilary Woodward Date: 19/10/2009

Equalities Implications:

- 5.3 The Council, as highway authority, is bound by the duty under section 130 of the Highways Act 1980 to assert and protect the rights of the public to the use and enjoyment of the highway. This duty will include a duty to prevent, as far as possible, the obstruction of highways. However where such obstruction is unavoidable, it must be ensured that all sites are correctly protected with signs and guarding in accordance with Chapter 8 of the Traffic Signs Regulations and General Directions.

The Council's Code of Practice on Equalities and Workforce Matters is enforced in all procurement.

Sustainability Implications:

- 5.4 Highway Management promotes sustainable practices in all contract procurement. Long term planning and co-ordination of roadworks activity contributes positively to the environment by reduction of congestion and harmful vehicle emissions.

Crime & Disorder Implications:

- 5.5 None specific

Risk and Opportunity Management Implications:

- 5.6 There are risks associated with failure to co-ordinate roadworks activity that include intervention by central government, equally failure to improve or maintain the highway adversely affect Best Value Performance Indicators, and hence funding.

Corporate / Citywide Implications:

- 5.7 The current economic situation has led to difficult trading conditions for many retailers in the City. In a bid to improve this situation in the run up to Christmas the council were able to negotiate the suspension of all major roadworks in the City Centre from early December 2008 through until mid January 2009. This suspension was much appreciated by the traders who reported favourable trading levels in the period. A similar suspension is being planned for the Christmas period this year, and efforts are made to remove as many roadworks as possible on major routes during bank holidays.

SUPPORTING DOCUMENTATION

Appendices:

1. None

Documents in Members' Rooms

1. None

Background Documents

1. None

Cllr Warren Morgan
Chair, Environment & Community Safety Overview & Scrutiny
Committee
Brighton & Hove City Council
King's House
Grand Avenue
Hove BN3 2LS

17 February
2009

Dear Warren

Request for scrutiny on roadworks

Over the last year, the city's streets have seemingly disappeared under a never-ending barrage of cones, diggers and lane closures. The maintenance and renewal of essential utility services is welcome and necessary, but the resulting roadworks cause frustration and delay for bus users, motorists and other road users.

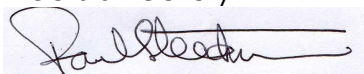
They may dissuade visitors from coming to the city centre, with knock-on effects for local businesses and the city's economy; the administration made the temporary removal of roadworks from the city centre during Christmas the centrepiece of its recession-fighting strategy.

Residents' frustrations with the unceasing roadworks are driven in part by the perception that the Council is not doing enough to co-ordinate works in a strategic manner. I would therefore like to request a report to the committee into the Council's policies and processes for managing the roadworks on our streets. Seeking out best practice from other authorities, among the questions that such a report might examine are:

- Is the Council using the fullest powers available to us under the relevant legislation (including the Traffic Management Act 2004 and related regulations) to co-ordinate the activities of different utility companies and the Council's own highway maintenance?
- Is the Council using all the powers available to it to penalise companies whose works over-run?
- Does the Council use the opportunities provided by digging up roads for one service to renew other services or insert additional ones – such as broadband cabling, pipework for future district heating schemes or electrical wiring for private wire networks for future low-carbon CHP energy production?
- Is high-quality, easily-accessible information in appropriate formats available to the public on planned roadworks?

I hope that you and the committee feel able to accommodate my request in your work programme.

Yours sincerely



Councillor Paul Steedman

Trevan House
44 Dyke Road Avenue
Brighton
BN1 5LE

Councillor Warren Morgan
Chair of Environment & Community Safety
Overview & Scrutiny
King's House
Grand Avenue
Hove

Date: 6 October 2009

Our Ref: GT/tn

Dear Warren

Following my Chairman's announcement at the Environment Cabinet Member Meeting on 24 September 2009, I would like to request that the Environment & Community Safety Overview & Scrutiny Committee consider the issue of 20m.p.h. speed limits to the roads of Brighton and Hove.

This will assist with the current evaluation of speed limits of both major and minor roads throughout the city particularly as we have received a large number of individual requests to review limits.

It is also a good opportunity for the Committee to consider the recent report on the Portsmouth 20m.p.h. Pilot Scheme.

Yours sincerely,



**Councillor Geoffrey Theobald, OBE
Cabinet Member for Environment**

c.c.: Tom Hook, Head of Overview & Scrutiny

**NOTICE OF MOTION APPROVED BY COUNCIL 8 OCTOBER 2009
Agenda Item 24(f)(ii)**

**REDUCE THE DEFAULT SPEED LIMIT IN BUILT-UP AREAS
FROM 30 TO 20MPH**

“This council is deeply concerned that:

1. 141 people were killed or seriously injured on roads in the city in 2008-9 (NI047)
2. 13 of these were children (NI048)

And that these casualty figures particularly those for children, whilst falling, are still far too high. Also that the relevant performance indicators for both of these figures have until recently been at red.

This council recognises that:

1. The most effective measure that can be taken to lower the number of serious road casualties is to reduce traffic speed [1]
2. That many towns and cities across the country have already decided to set speed limits at 20mph across large urban areas. These include: Glasgow, Portsmouth, Leicester, Norwich and Bristol.
3. That campaigning organisations such as Living Streets are calling on local Authorities across the country to do likewise.
4. Many residents and community groups throughout the city have called for traffic speed reductions on their local roads.

This council is also aware that additional benefits of reduced traffic speed include:

1. Reduced emissions and improved traffic flow – as proven by research in Germany where 30kph (19mph) speed limits have long been commonplace. [2]
2. Improved sociability - recent research in Bristol found that relationships between residents increased and improved on streets with lower traffic speed. [3].
3. Safer conditions for walking and cycling.

This council supports the principle of implementing 20mph speed limits in residential areas of Brighton & Hove wherever feasible.

It therefore requests Cabinet to consider referring this issue to ECSOSC with a view to the setting up of a Scrutiny Panel to undertake a detailed study and examination, that the Panel reports back as soon as possible and that its report forms the basis of

a Cabinet report that will look at the viability of rolling out a programme of 20mph speed limits in suitable areas across the city.

In addition this council requests that the Cabinet Member for Environment gives consideration to the inclusion of the Scrutiny Panel's report within the council's submission to the Department of Transport's 'Delivering a Sustainable Transport Strategy' programme where the south coast is being prioritised as a key priority area for sustainable transport planning that will include accident reduction."

Notes

- [1] someone struck by a car at 35mph has a 50% chance of survival. At 20mph this increase to 97%. www.rospa.com/roadsafety/advice/driving/speed_policy.htm
- [2] Dr Carmen Hass-Klau. An illustrated Guide to Traffic Calming p3.
- [3] Joshua Hart (2008). Driven to Excess. www.driventoexcess.org
- [4] As defined in the Road Traffic Regulation Act (1984) as streets with streetlamps no more than 183 metres apart.

**ENVIRONMENT AND
COMMUNITY SAFETY
OVERVIEW AND SCRUTINY
COMMITTEE**

Agenda Item 32C

Brighton & Hove City Council

**NOTICE OF MOTION NOTICE OF MOTION APPROVED BY COUNCIL
8 OCTOBER 2009
Agenda Item 24(k)**

NATIONAL RAPE AND SEXUAL ASSAULT HOTLINE

“This council notes:

1. Though under-reporting makes exact figures elusive, the Home Office estimates that more than five per cent of women and men are thought to be raped, and 21 per cent of women and 11 per cent of men are sexually assaulted, at some point in their lives (Cross Government Action Plan on Sexual Violence and Abuse [www.homeoffice.gov.uk/documents/ Sexual-violence-action-plan](http://www.homeoffice.gov.uk/documents/Sexual-violence-action-plan))
2. Since the closure of *Brighton Rape Crisis Project* in 2002 survivors and victims of rape and serious sexual assault in the city have been able to access only limited specialist support services for a few hours a week, including those funded by this council and provided by the *Survivors Network*. There is no round-the-clock support available for victims of sexual crimes beyond that operated by Sussex Police. While Sussex Police provide a good service in dealing with reports of rape and supporting victims, many sexual crimes go unreported, and many victims do not choose to go to the authorities.

This council therefore resolves:

To ask the Environment & Community Safety Overview & Scrutiny Committee to consider carrying out a review into the issues raised in this motion (including the outcomes for men and women, the extent of support available to residents and the possible benefits of a 24-hour hotline) and to use their new powers to invite external statutory and voluntary organisations to give evidence to the review.”

ENVIRONMENT AND COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 33

Brighton & Hove City Council

Subject:	Waste and Minerals Core Strategy - Preferred Strategy consultation		
Date of Meeting:	15 October 2009 Cabinet 9 November 2009 ECSOSC		
Report of:	Director of Environment		
Contact Officer:	Name:	Lyndsey Beveridge	Tel: 29-2108
	E-mail:	lyndsey.beveridge@brighton-hove.gov.uk	
Key Decision:	Yes	Forward Plan No: CAB10300	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report provides members with an overview of the progress of the East Sussex and Brighton & Hove Waste and Minerals Development Framework, and the forthcoming consultation on the Preferred Strategy stage of the Waste and Minerals Core Strategy.

2. RECOMMENDATIONS:

- 2.1 That ECSOSC comment as part of the consultation on the preferred strategy stage of the Waste and Minerals Core Strategy.
- 2.2 That ECSOSC notes the progress made on the East Sussex and Brighton & Hove Waste and Minerals Development Framework.
- 2.3 That ECSOSC notes the publication of the Preferred Strategy and associated Sustainability Appraisal for a six-week period of consultation which commenced on 21 October 2009.

3. RELEVANT BACKGROUND INFORMATION:

Introduction

- 3.1 Brighton & Hove City Council is the waste and minerals planning authority for the City. As such it is preparing a Waste and Minerals Development Framework in partnership with East Sussex County Council.
- 3.2 The Waste and Minerals Core Strategy will eventually supersede much of the Councils' Waste Local Plan and Minerals Local Plan. The Waste and Minerals Core Strategy is part of the Brighton & Hove Local Development Framework and will provide the spatial planning strategy and policies for management of wastes

and production of minerals in the City to 2026. It is being prepared in accordance with the Council's published Local Development Scheme which commits to consultation on a Preferred Strategy in September/October 2009. ESCC Cabinet were asked to agree the Preferred Strategy and consultation at its meeting on 23 September 2009.

Content of the Preferred Strategy

- 3.3 The proposed Preferred Strategy (see Appendix 1) is based on an analysis of options using robust evidence (see Appendix 2) which is informed by the following:
- Stakeholder and public comments made on an 'Issues & Options' document which was endorsed by Environment Committee in January 2008;
 - extensive discussions with key stakeholders including the waste and minerals industry, and statutory environmental bodies;
 - national and regional planning policy, in particular the South East Plan;
 - a series of 'Information Papers' and technical studies (See Appendix 2 for details);
 - Sustainability Appraisal (see Appendix 3) and other environmental assessments.
- 3.4 The Preferred Strategy includes a vision, objectives, preferred options, draft planning policies, and a draft implementation framework covering the following key areas:
- The growth of waste and its minimisation;
 - Targets for recycling and recovering waste which reflect targets in the South East Plan except for Municipal Solid Waste recycling (which reflect national targets);
 - Rejection of the apportionment of residual waste from London for disposal in East Sussex and Brighton & Hove as set out in the South East Plan;
 - Areas of Search for strategic waste recovery facilities in urban areas or near A roads but mostly outside the AONB/intended SDNP (see page 107 of the Preferred Strategy). A long list of potential sites would be investigated for inclusion in a subsequent sites allocation document.
 - Six areas of search for land disposal facilities including land at Ashdown Brickworks, Bexhill and five areas in the Low Weald (see page 108 of the Preferred Strategy);
 - Broad options for managing wastewater from Hailsham/Polegate due to existing works reaching capacity before 2026 (see page 109 of the Preferred Strategy);
 - Identification of aggregates reserves to meet the current apportionment in the South East Plan and approach to further increases;
 - Safeguarding of wharves at Rye, Newhaven and Shoreham (see page 111 of the Preferred Strategy);
 - Approach to maintaining clay and gypsum supplies.

4. CONSULTATION

- 4.1 It is proposed that the Preferred Strategy be published for consultation for six weeks from 21 October to 2 December 2009. It will be made available on the

Councils' websites and for inspection at Citydirect points and libraries in the City, and at deposit points across East Sussex, for six weeks from 21 October 2009. A programme of awareness raising and stakeholder engagement is proposed that includes mail-outs, media releases, workshops, meetings, and exhibitions. Comments will also be invited on the published evidence base and the Sustainability Appraisal.

- 4.2 Comments received will inform the content of the Councils' final Core Strategy that will be submitted to Government for examination by the Planning Inspectorate. Pre-consultation on the Submission draft is a statutory requirement and it is expected that this will take place in Spring 2010 following consideration by Cabinet and full Council. Detailed site assessment work will be undertaken at a later date as part of the production of subsequent sites documents.
- 4.3 The Cabinet at East Sussex County Council has considered the same recommendations at its meeting on 23 September. Any significant amendments arising from that meeting will be reported by officers.
- 4.4 Consultation with relevant council departments and key stakeholders has been undertaken as appropriate during the preparation of the Preferred Strategy through ongoing dialogue.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The costs of producing and publishing the Preferred Strategy, together with the consultation process, have been identified and a budget has been made for this within the City Planning Division. As the Waste and Minerals Core Strategy is being prepared jointly with East Sussex County Council the costs are being shared.
- 5.2 The council will incur additional costs next financial year when the public examination into the strategy takes place. Budget provision will need to be identified as part of the 2010/11 budget submission.

Finance Officer Consulted: Patrick Rice

Date: 09/09/09

Legal Implications:

- 5.3 The Waste and Minerals Core Strategy will be a development plan document within the local development framework introduced by the Planning and Compulsory Purchase Act 2004. Regulation 25 of The Town and Country Planning (Local Development) (England) Regulations 2004 (as amended) requires local planning authorities to consult certain stakeholders in the preparation of development plan documents and gives planning authorities the discretion to invite representations from residents and businesses in their area. The final form of any development plan document must be submitted to the Secretary of State for approval following a period of publicity. This Report complies with the aforementioned legislation.
- 5.4 No adverse human rights implications are considered to arise from this Report.

Equalities Implications:

- 5.5 Potential Equalities implications of the Core Strategy have been considered in an Equalities Impact Assessment of the strategy at this stage. No significant implications have been identified.

Sustainability Implications:

- 5.6 Once adopted the Core Strategy will provide a statutory policy approach to ensure that waste is managed and minerals produced in ways consistent with sustainable development. Preparation of the Preferred Strategy has taken into account adaptation to, and mitigation of climate change. The document will be supported by a Sustainability Appraisal and Appropriate Assessment.

Crime & Disorder Implications:

- 5.7 No significant implications have been identified.

Risk & Opportunity Management Implications:

- 5.8 The risks within this project are regularly reviewed. A sound plan will provide a strategic framework for future waste planning decisions and later documents will consider site-specific issues.

Corporate / Citywide Implications:

- 5.9 The Waste and Minerals Core Strategy will contribute to delivering plans and strategies across the City Council directorates, along with the Sustainable Community Strategy.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 Alternative options considered are set out in the Preferred Strategy document itself, and reasons for not taking them forward are presented in a background paper.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 Cabinet approval is now needed to publish the Preferred Strategy for public consultation. The recommended period for comments should be six weeks.

SUPPORTING DOCUMENTATION

Appendices:

1. Proposed Preferred Strategy document
2. Evidence base documents to be published
3. Sustainability Appraisal non-technical summary

Documents In Members' Rooms

None

Background Documents

None

East Sussex and Brighton & Hove
Waste & Minerals Development Framework

Waste & Minerals Core Strategy
Preferred Strategy

October 2009

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Foreword

To be agreed.

1 Introduction

1. Introduction

What is this document?

1.1 This 'Preferred Strategy' is the second stage of consultation on the document called the East Sussex and Brighton & Hove Waste and Minerals Core Strategy, which will set out the Councils' over-arching strategic and broad spatial planning policies concerning waste management and minerals production in East Sussex and Brighton & Hove to 2026.

1.2 The Core Strategy will also set out areas of search. These are broad areas to give a steer as to where strategic developments should be located, but do not actually identify specific sites.

Why do we need to plan for waste and minerals?

1.3 The production of minerals and the management of waste are both important for our everyday lives.

1.4 All households, businesses and industries produce waste. Traditionally in England most waste has been dumped in landfill but space is running out rapidly. Landfill also wastes precious natural resources many of which could be re-used, recycled, or at least have energy recovered from them, so continued heavy reliance upon landfill is not a sustainable option for the future. As a result there are national and international policies to encourage increased recycling and to discourage use of landfill. These changes mean that a range of new waste management facilities are needed, and, while such facilities are now being developed to divert municipal waste from landfill, additional facilities for other wastes are needed. The planning system is important in helping to provide sufficient opportunities for new waste management facilities of the right type, in the right place, at the right time, and in ways that protect the environment and human health. The Waste and Minerals Core Strategy will set out how this should happen in East Sussex and Brighton & Hove.

1.5 Minerals are essential in a number of ways. Aggregates and other construction minerals are needed for our built infrastructure, oil and gas provide power, and other minerals are used in industry, food production and agriculture. Planning for minerals is therefore important for development and through that for our quality of life and creation of sustainable communities. Minerals planning ensures that the need for minerals by society and the economy, and the impacts of extraction and processing on people and the environment, are managed in an integrated way.

1.6 Existing local waste planning policy is contained in the East Sussex and Brighton & Hove Waste Local Plan which was adopted in 2006, whilst minerals planning policy is contained within the Minerals Local Plan which was adopted in 1999. Both Plans have been 'saved' and will remain in force until replaced by policies in the new Waste and Minerals Development Framework (see below for explanation of the Waste and Minerals Development Framework).

How does the Core Strategy relate to other plans and strategies?

1.7 The Waste and Minerals Development Framework will be made up of the following Development Plan Documents:

- Waste & Minerals Core Strategy

Introduction 1

- Minerals Sites document
- Waste Sites document

1.8 The Core Strategy is the first document to be produced in this suite of waste and minerals planning documents. The Minerals Sites and Waste Sites documents will cover specific sites and policies in greater detail. Work on the Minerals Sites document has already started whilst work on the Waste Sites document will commence after the Core Strategy has been found 'sound' by an Independent Inspector following a Public Examination. Please refer to the [ESCC Minerals and Waste Development Scheme](#) for more information about timetables .

1.9 In preparing the Core Strategy there are existing and emerging international, national, regional and local policies that provide the wider context and therefore need to be considered. The Core Strategy must be consistent with relevant European and national policies, and be in general conformity with relevant regional policies. Relevant local policies and strategies must also be taken into account. These are explained in more detail in Chapter 2 - 2. 'Context'.

Who is producing the Core Strategy?

1.10 Under legislation passed in 2004 (the Planning and Compulsory Purchase Act 2004), local plans such as the Minerals and Waste Local Plans have to be replaced with new 'spatial' plans. These new plans are intended to take a broader view than previous traditional land-use plans, by integrating policies for the use of land with other policies and programmes that influence the nature of places and how they function.

1.11 East Sussex and Brighton & Hove produced the Waste & Minerals Local Plans jointly and this collaboration has continued in the preparation of the replacement documents in the Waste and Minerals Development Framework. The role of the Waste and Minerals Development Framework is to set out planning policy for waste and minerals planning for the area that covers both East Sussex and Brighton & Hove.

What happens during the Core Strategy process?

1.12 Following consultation on the Preferred Strategy, all comments will be considered and then a final version of the Waste and Minerals Core Strategy will be submitted to Government for approval.

1.13 The diagram below summarises the current timetable for future stages in producing the Core Strategy. It shows how the Preferred Strategy document will be progressed following this consultation.

Table 1 Key future stages in producing the Core Strategy

Stage	Date
Preferred Strategy consultation	21 October - 2 December 2009
Consideration of responses from Preferred Strategy consultation	December 2009 - January 2010
Drafting of Submission document	January - February 2010

1 Introduction

Stage	Date
Formal consultation on Submission document (estimated)	February - March 2010
Independent Public Examination (estimated)	September 2010
Adoption (estimated)	January 2011

How do I comment on the Core Strategy and what happens next?

1.14 This is your chance to let East Sussex County Council and Brighton & Hove City Council know what you think about the Preferred Strategy and help inform the preparation of waste and minerals planning policies. There is a six week consultation period from **21 October 2009 to 2 December 2009** during which you can make written comments on the Preferred Strategy.

On-line Consultation

We are using software that has been designed to make submitting comments via a website much easier for you. We strongly encourage you to view the document and send in your comments online as this will help make significant savings of resources and paper.

The following documentation will all be available online (to view or download) from 21 October 2009 at <http://consult.eastsussex.gov.uk>:

- Preferred Strategy
- Response form
- Information papers

Anyone can view the documents online, but to submit comments you will need to have a user name to sign into the website. If we have contacted you about this consultation then we already have a user name for you so please ask us if you don't have a record of it. If you do not have a user name then you can create one at the address above.

- When viewing the document through the consultation website, you can complete your responses by using the links next to each questions as you go through the document;
- Alternatively the response form is also available to download in pdf format and you can email it to us at wasteandmineralsdf@eastsussex.gov.uk

All comments must be received no later than 5pm on Wednesday 2 December 2009 to ensure that they can be taken into account. Please note that your views and comments cannot be treated confidentially.

1.15 Copies of the consultation document including the Sustainability Appraisal, response form, and background Information Papers will also be available to inspect at Council offices across East Sussex and at the Citydirect offices in both Brighton and in Hove. Copies of the

Introduction 1

consultation document, a non-technical summary of the Sustainability Appraisal and response forms will also be available main libraries across East Sussex, at the Jubilee Library and Hove Library in Brighton & Hove.

To submit comments by post:	For general queries you can contact either of the Councils on:	
Transport & Environment, East Sussex County Council, C4 Waste and Minerals Policy (AP), FREEPOST (LW43), Lewes, BN7 1BR Or you can fax to: 01273 479 040	East Sussex County Council Waste and Minerals Planning Policy Team, Planning Service, Transport & Environment, East Sussex County Council, County Hall, St Anne's Crescent, Lewes, BN7 1UE Tel: 01273 481846	Brighton & Hove City Council Planning Strategy & Projects, Brighton & Hove City Council, Hove Town Hall, Norton Road, Hove, East Sussex, BN3 3BQ Tel: 01273 292505

1.16 After the consultation, all comments will be considered in the preparation of the final document (known as the 'submission document') that will be submitted to Government. There will be a chance to comment on the 'soundness' of the Submission document, due to be published in Spring 2010, and those comments will be taken into account by the Independent Planning Inspector as part of a Public Examination. The Examination is an independent assessment to ensure that the Core Strategy satisfies the statutory requirements for its preparation and is 'sound'. The Public Examination is anticipated to be held in Autumn 2010.

2 Context

2. Context

Policy Background

2.1 In preparing the Core Strategy, account must be taken of international, national, regional and local policies relevant to waste and minerals. A list of all the plans and policies that are being considered during the preparation of the Core Strategy is included in the Sustainability Appraisal ⁽¹⁾. The key plans and policies which have influenced the approach taken in the Core Strategy are highlighted below. Other relevant directives, national and regional policies and strategies are explained in more detail in our background Information Papers and in the Issues and Options consultation document (2008) which can be found on the Councils' [websites](#).

2.2 In particular there is an increasing emphasis on the importance of mitigating and adapting to climate change. This is present at all levels from international agreements that the Government has signed up to on behalf of the UK, such as the Kyoto Protocol, right down to the local level where the Sustainable Community Strategies for East Sussex and for Brighton & Hove have commitments to reducing carbon emissions.

European legislation and strategies

2.3 A number of European Union (EU) Directives provide important context for planning for waste and minerals. Two Directives in particular emphasise the need to change the way that waste is dealt with. These are the Waste Framework Directive ([2006/12/EC](#) and revisions in [2008/98/EC](#)), which aims at reducing the amounts of waste requiring treatment and at encouraging the use of waste as a resource; and the Landfill Directive ([1999/31/EC](#)) which requires substantial reductions in the quantities of waste that is landfilled, and encourages diversion of non-recyclable and non-reuseable waste to other methods of treatment.

National policies and strategies

2.4 National planning policies are set out in a series of Planning Policy Statements (PPSs), Minerals Policy Statements (MPSs), and Planning Policy Guidance Notes/Minerals Policy Guidance Notes (now being replaced by PPSs and MPSs). These have to be taken into account in preparing the Core Strategy. Those of most direct relevance are:

- [Planning Policy Statement 1](#) 'Delivering Sustainable Development and Climate Change Supplement' (PPS1). PPS1 is the overarching Statement on delivering sustainable development through planning. PPS1 includes an important [Annex](#) which seeks to ensure that new development does not contribute to climate change and is adaptable to its impacts;
- [Planning Policy Statement 12](#) 'Local Spatial Planning' (PPS12). PPS12 is the overarching Statement on spatial planning;
- [Planning Policy Statement 10](#) 'Planning for Sustainable Waste Management' (PPS10); and
- [MPS1 'Planning and Minerals'](#) (MPS1).

2.5 There are also national strategies that are directly relevant to the Core Strategy. The '[Waste Strategy for England 2007](#)' puts into effect the requirements of the Waste Framework and Landfill Directives at a national level by identifying a series of objectives and targets and

1 Sustainability Appraisal Baseline Data report 2009

Context 2

the role of stakeholders, such as the waste industry and local authorities, in delivering those targets. It also emphasises the importance of moving the treatment of waste away from landfill and up the 'waste hierarchy' (see Issue W3 for more information).

Regional policies and guidance

2.6 East Sussex and Brighton & Hove are within the South East region, so the Regional Spatial Strategy for the South East, the '[South East Plan](#)', published by the Government in 2009, is now part of the statutory development plan which must be taken into account when making planning decisions.

2.7 The Core Strategy must be in 'general conformity' with the South East Plan, which includes policies about the amount of provision the plan should make for waste treatment and disposal (including an amount of waste from London) and for mineral production, as well as targets for reducing the amount of waste sent to landfill.

2.8 Also important is the intended designation of a South Downs National Park. Currently the planning powers remain with the local planning authorities but it is expected that a formal National Park Planning Authority will commence from April 2011 with planning powers for the National Park. Waste and Minerals policies would then have to be considered by the new Authority ⁽²⁾.

Local policies and strategies

2.9 The Core Strategy must take into account local policies and strategies. In East Sussex and Brighton & Hove those of most direct relevance are:

2.10 The [East Sussex and Brighton & Hove Waste Local Plan \(2006\)](#) provides a relatively up-to-date background to many of the issues that are considered in the Core Strategy, and the Core Strategy must take account of its content because it is part of the statutory development plan. It provides the detailed policy framework for waste management including site allocations. The policies have been 'saved' until they are replaced by relevant policies in the Waste and Minerals Development Framework.

2.11 The [East Sussex and Brighton & Hove Minerals Local Plan \(1999\)](#) is also part of the statutory development plan, setting out the detailed policy framework for minerals extraction and production including site allocations. The policies have been 'saved' until they are replaced by relevant policies in the Waste and Minerals Development Framework including the Core Strategy.

2.12 As Waste Disposal Authorities, the County Council, and the [City Council](#), have each prepared a Municipal Waste Management Strategy, the one for [East Sussex](#) has also been prepared with and agreed by the District and Borough Councils in East Sussex. Those strategies explain how household and other waste collected by the Councils will be managed over the next 20 years. Each is supported by an action plan statement to explain how the strategies' policies will be delivered. The strategies do not consider specific sites for new waste management facilities because that is dealt with through the planning process and the Waste and Minerals Development Framework.

2 For information about the intended National Park and its boundaries see Natural England website www.naturalengland.org.uk/ourwork/conservation/designatedareas/new/southdowns/default.aspx

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2.13 Associated with the Municipal Waste Management Strategies is the [Integrated Waste Management Contract](#) that the County Council and City Council jointly have with Veolia Environmental Services South Downs Ltd. The contract, which runs until 2033, involves the operation, development, and construction of a network of strategically placed facilities to increase recycling, composting, and recovery and to reduce the amount of municipal waste going to landfill.

2.14 There is a Sustainable Community Strategy for [East Sussex](#) and one for [Brighton & Hove](#). These set out the vision and priorities of local stakeholders and communities to improve the environment and quality of life in the area, and relevant objectives have been taken into account in the preparation of this Core Strategy. The District and Borough Councils in East Sussex also have their own strategies.

2.15 Local Transport Plans are in place for [East Sussex](#) and for [Brighton & Hove](#), covering the period 2006-2011. These are statutory transport plans that help deliver national and local government priorities. The Local Transport Plan for East Sussex identifies the Bexhill/Hastings Link Road and the Newhaven Port Access Road as priorities, both of these would help move waste and minerals. The Brighton & Hove Local Transport Plan highlights that incoming freight movement is already high due to the City being a regional commercial centre. Access to Shoreham Port is currently under review as part of wider regeneration proposals for the Shoreham/South Portslade area, and if it is improved it could offer better freight access from the Port to the A27.

2.16 The District/Borough Councils in East Sussex, and Brighton & Hove City Council, are preparing their own Core Strategies as part of Local Development Frameworks. To date none have reached adoption. Care is being taken to avoid any material conflict between the Waste and Minerals Core Strategy and the Local Development Frameworks. At the same time, East Sussex County Council and Brighton & Hove City Council are working to ensure that all the Local Development Frameworks take appropriate opportunities to reflect the content and wider objectives of the Waste and Minerals Core Strategy.

Plans and strategies of neighbouring authorities

2.17 The minerals and waste planning authorities which border East Sussex and Brighton & Hove are also preparing their own waste and minerals development frameworks. Of those only Surrey County Council has an adopted Core Strategy, and neither that nor any of the emerging plans of other authorities contain any specific proposals that would impact directly on the plan area.

Waste and Minerals: What are they?

2.18 Waste or 'rubbish' is generally defined as materials and goods we discard because we no longer want or need them. There are many different types of waste in East Sussex and Brighton & Hove and the Core Strategy applies to them all, including sewage waste.

2.19 Minerals are natural substances including metals, rocks, and hydrocarbons (solid and liquid) that are extracted from the earth by mining, quarrying, and pumping. They are used in a wide range of applications related to construction, manufacturing, agriculture and energy supply. The main minerals that can be found in East Sussex and Brighton & Hove are sand and gravel, chalk, clay, gypsum, oil, and gas.

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Waste in East Sussex and Brighton & Hove: Where are we now?

2.20 Over two million tonnes of solid waste is handled in East Sussex and Brighton & Hove each year, the main types are:

- **Municipal Solid Waste (MSW)** is waste that is collected by local authorities. Generally it is from households (from doorstep collections and Household Waste Recycling Sites), from street cleansing, and from public parks and gardens. The arising of over 380,000 tonnes makes up about 19% of all wastes in the plan area. In 2007/08, a total of just over 160,000 tonnes of municipal waste was recovered (mainly by recycling, composting and through incineration with energy recovery) and the rest was landfilled. (Some of this management was out of the Core Strategy area.)
- **Commercial and Industrial Waste (C&I)** from shops, food outlets, businesses, and manufacturing activities makes up about 18% of wastes in the plan area. It is difficult to get an accurate picture of how much C&I waste is produced because there are no requirements on producers of this waste to submit data for statistical purposes. It is estimated that just under 370,000 tonnes was produced in 2006/7.
- **Construction and Demolition Waste (C&D)** is produced from building activity and the amount that arises fluctuates considerably due to economic and social factors, with increases during periods of high development and construction. Like C&I waste, an accurate figure for arisings is difficult to obtain and best estimates suggest that around 1.28 million tonnes was produced in 2005. C&D waste makes up the majority of waste arising in the area and a significant proportion (around 35%) of that is currently sent to landfill.
- **Other wastes** include hazardous waste, liquid waste (other than wastewater), and wastes arising from the agricultural sector. Hazardous waste makes up approximately 1% of the total waste stream and altogether these wastes make up only a small proportion of the wastes generated in the plan area, although they still need to be planned for and often require specialist treatment facilities with even tighter environmental controls.

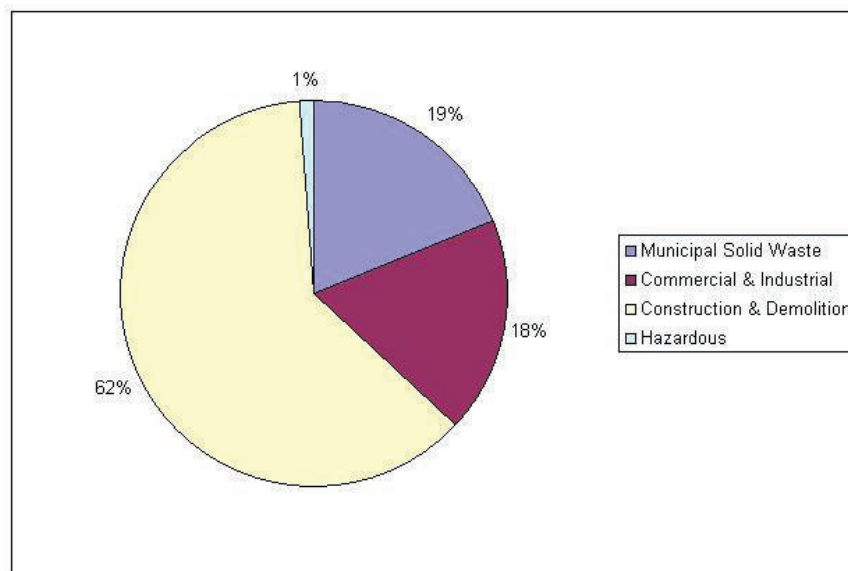
Table 2 Quantity of Solid Waste Arising in East Sussex and Brighton & Hove (tonnes)

Waste Type	Year	Total	Percentage
Municipal Solid Waste	2007/8	381,615	19
Commercial & Industrial	2006/7	367,000	18
Construction & Demolition	2005/6	1,282,500	62
Hazardous	2007/8	22,740	1

Source: Information Paper 1

2 Context

Figure 1 Proportion of Solid Waste Arising in East Sussex and Brighton & Hove



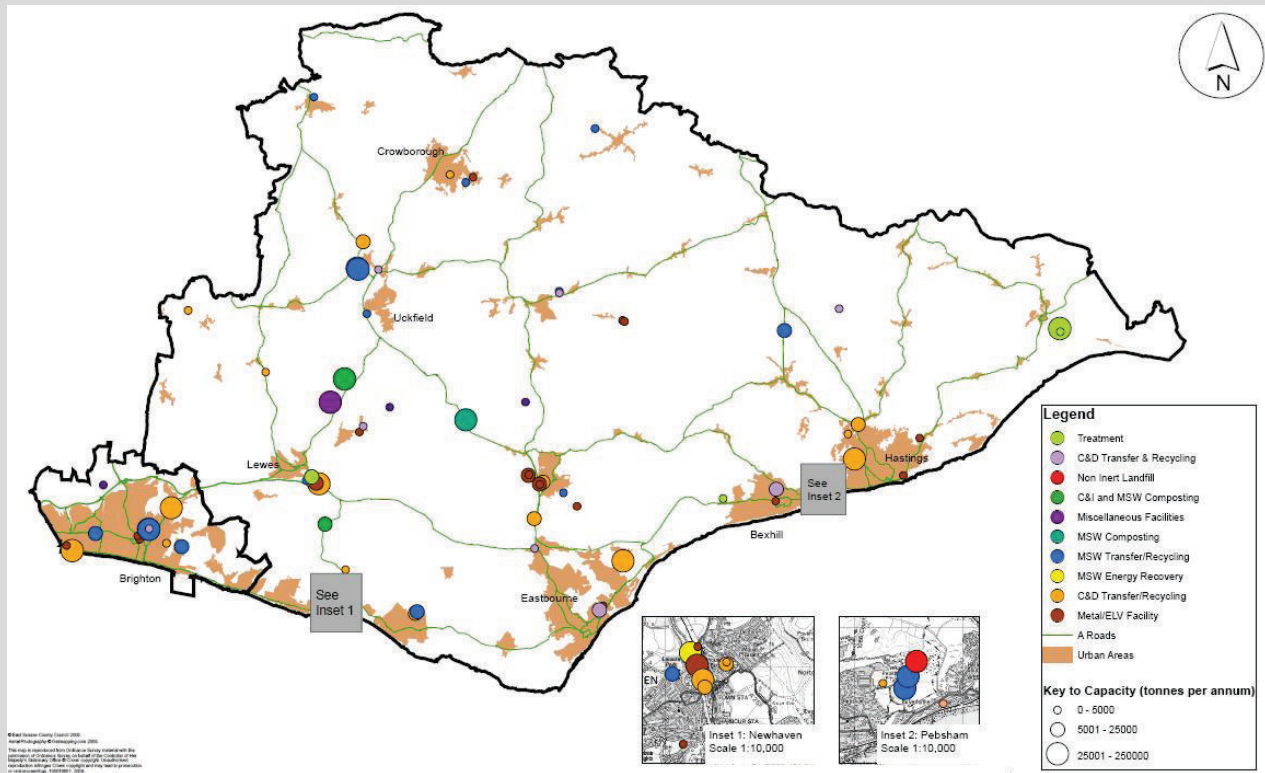
2.21 As well as solid waste, the Core Strategy is concerned with the management of **Wastewater** which comprises the water and solids from a community that flow to a sewage treatment plant operated by a water company. There are 32 Wastewater Treatment Works within the plan area treating 60 million cubic metres of waste water each year. The volume passing through each works is controlled by a permit issued by the Environment Agency.

Existing waste management in East Sussex and Brighton & Hove

2.22 Currently the majority of solid waste produced by households, businesses and industry in East Sussex and Brighton & Hove is landfilled. This is unsustainable and increasingly costly. Landfilling waste prevents it from being used as a resource (e.g. as a raw material produced as a result of recycling), it is the least environmentally acceptable waste management option and landfill costs are rising steeply. Progress towards more sustainable management of waste is being made. In East Sussex and Brighton & Hove new facilities for managing municipal waste by recycling, composting and recovering energy, have been, or are being built.

2.23 Figure 1 below illustrates the various locations across East Sussex and Brighton & Hove where waste is being managed in a number of ways (e.g. recycled, composted etc.).

Figure 1 Locations of existing waste management facilities



2.24 The current total capacity of facilities managing waste in East Sussex and Brighton & Hove is set out in Table 4 below. This table identifies nine different types of activity which represent the key differences between the ways in which waste is managed. Because MSW and C&I wastes are of a similar composition they could be managed (by recycling, composting or by some other form of recovery) at the same facility and, therefore, in order to establish the overall future shortfall in 'recycling and composting' and 'other recovery' the need for such facilities, which could manage both MSW and C&I waste, has been combined ('Other recovery' refers to waste treatment processes such as anaerobic digestion, energy recovery via direct combustion, gasification, pyrolysis or other technologies). These processes can recover value from waste, for instance by recovering energy or compost, in addition they can reduce the mass of the waste and stabilise it prior to disposal. More details are included in Information Paper 1 and 4.

2.25 'Bulk Metal Recycling' is a category that corresponds to the waste management capacity provided by a range of facilities that are mainly only concerned with recycling of large metal items and fragments such as scrapped vehicles, metal consumer goods and a range of metal commercial, industrial, construction and demolition wastes.

2.26 'C&D Waste Recycling' involves physical processes such as sorting and resizing of C&D wastes for use as aggregates in the construction industry.

2.27 'ERF Residues Treatment' is identified as a separate category that reflects the fact that residues from energy recovery processes require treatment prior to being put to a beneficial use (e.g. Bottom ash being used as an aggregate), or disposal to landfill.

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2.28 'Total Hazardous Treatment' covers all forms of non-landfill disposal, recycling or recovery processes for hazardous waste. It should be noted that different types of hazardous waste can be managed in very different ways. Further details are included in Information Paper 7.

2.29 'Non-hazardous landfill' is a waste management category that involves the final disposal to land of materials from the MSW, C&I and agricultural waste streams. Any management of residual waste from London, as suggested by the South East Plan, would be considered under this category. Further details are included in Information Paper 5.

2.30 'Hazardous Landfill' represents the disposal of hazardous wastes to land.

2.31 'Inert Landfill' is distinguished from 'Non-hazardous landfill' as a separate category as these sites can only accept inert wastes which do not degrade or degrade very slowly, they therefore do not require the same degree of engineering required to contain the potentially polluting products of degradation processes such as methane and leachate. Inert waste is largely produced from construction and demolition activities.

2.32 Further details about the production of different types of waste and existing waste management capacity ⁽³⁾ in the Core Strategy area are set out in Information Paper 1. In addition more details regarding the different types of waste management activities are set out in Information Paper 4.

Table 3 Waste Management Capacity in East Sussex and Brighton & Hove 2008/09 See Information Paper 1 for further details
Utilisation of capacity out of the Core Strategy Area not included
Other Recovery includes Newhaven ERF
Unused capacity at existing sites included

Type of activity	Total Capacity (tonnes per annum)
Recycling and Composting (excluding bulk metals)	413,057
Bulk Metals Recycling (e.g. Scrapyards)	224,763
C&D Recycling	392,721
Other Recovery	212,500
ERF Residues Treatment	0
Total Hazardous Treatment	34,000
Non-hazardous Landfill	489,000 (total void space in cubic metres)
Hazardous Landfill	0
Inert Landfill	0 (not including sites exempt from EA permit)

Source: Information Paper 1

³ Existing capacity includes the capacity of non-operational facilities where there is a reasonable prospect of that capacity being developed, rather than necessarily being in place.

Where do we need to be? - the need for waste management facilities in future

2.33 Estimating the need for new waste management facilities involves identifying the shortfall in our present capacity to manage waste when compared with how much capacity we expect to require in the future.

2.34 The [South East Plan](#) includes 'benchmark' quantities of waste that it anticipates will need to be managed in East Sussex and Brighton & Hove (see Table 35 below) but recognises the need for local testing of this data. Estimates of waste growth have therefore considered this data but local knowledge has also been used to put forward estimates that are considered to more accurately reflect the likely growth in waste arisings to 2026/27.

Table 4 South East Plan Policy W7 - Annual Average Tonnage to be Managed in East Sussex and Brighton & Hove (tonnes)

	2008-2010	2011-2015	2016-2020	2021-2025
MSW	391,000	426,000	463,000	499,000
C&I	446,000	485,000	527,000	560,000
C&D	No requirements stated			

2.35 In addition, the [South East Plan](#) includes targets for recycling and composting waste and overall diversion of waste from landfill and each Authority is expected to make a contribution to meeting them. The South East Plan targets and the ability of East Sussex and Brighton & Hove to make such a contribution is considered in Section [10](#).

2.36 Through policies W3 and W4, the [South East Plan](#) also expects that capacity for the final disposal of residual waste⁽⁸⁾ from London should, where appropriate, be made in Counties in the South East. The apportionment for East Sussex and Brighton & Hove is 1.06 million tonnes from 2006-2016 and 0.59 million tonnes from 2016 to 2025. The Core Strategy needs to consider whether capacity should be provided for land disposal of waste from London and further information about this is set out in a separate study⁽⁹⁾. A preferred approach to this matter is considered and proposed in Section [12](#) of this document.

2.37 Without knowing exactly what will happen in future it is clearly difficult to accurately forecast how much waste will need to be managed over the period of the Core Strategy. For this reason a range of scenarios has been considered which has resulted in the identification of low and high waste growth scenarios that represent the lower and upper range of what is likely to happen. By applying the preferred approach to the management of waste (i.e. the amount of diversion from landfill as set out in Section [9](#)), to the amounts of waste that arise under the low and high waste growth scenarios, the amount of additional waste management capacity that would be needed to achieve the preferred approach has been established as set out in Table [6](#). In turn an indication of the additional number of facilities needed to achieve the strategy for landfill diversion ('strategic waste facilities') and deal with the amount of waste

8 Residual waste is the waste remaining after materials have been recovered from a waste stream by re-use, recycling, composting or some other recovery process

9 Residual Waste from London Study, Scott Wilson, September 2009

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remaining for land disposal has been provided. Table 46 makes a distinction between between 'small' and 'large' scale strategic facilities to take account of the fact that facilities of different sizes could be developed which depend not only on the amount of waste needing to be managed, but also on the fact that particular locations are better suited to facilities of a certain size⁽¹⁰⁾.

Table 5 Range of Probable Number of Required Strategic Waste Facilities at 2026/27

Capacity Gap at 2026/27- Range of Probabilities		Quantity (tonnes per annum)	Indicative Facility Scale	
			Small	Large
			No. of facilities	No. of facilities
Recycling and Composting (exc bulk metals)	Min	76,000	5	1 - 2
	Max	148,000	10	2 - 3
	SEP	200,500	13	3
Bulk metals recycling	Min	0	0	0
	Max	0	0	0
	SEP	0	0	0
C&D waste recycling	Min	380,000	490	8
	Max	480,000	240	11
	SEP	380,000	490	8
Other Recovery Facilities (other than recycling and composting)	Min	0	0	0
	Max	19,500	12	0
	SEP	101,000	2	0

Source: Information Paper 1

It is estimated that there are no capacity gap requirements for bulk metals recycling.

Consideration of any shortfall in hazardous treatment facilities is complicated by the fact that different types of hazardous waste are managed in completely different ways and it is therefore not appropriate to consider any shortfall in hazardous waste treatment under a single heading.

Residues from the ERF at Newhaven will include bottom ash and flue gas treatment residues. Bottom ash may be classed as inert waste and used as an aggregate material in construction. Flue gas treatment residues are classed as hazardous waste and must be managed accordingly. The issue of Hazardous Waste and ERF residues is considered in section 14.

10 In order to establish the overall future shortfall in different types of facility, facilities managing MSW, C&I and C&D waste have been combined in the table below. This reflects the fact that wastes with different origins can be managed at the same facility (assuming the facility is suitable).

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Flyash residues from Energy Recovery Facilities would be produced in small quantities, such that the development of a facility for their management in East Sussex and Brighton & Hove is unlikely to be viable. Such wastes are therefore most likely to be exported from the Core Strategy area for management at a regional or pan-regional facility.

In terms of land disposal of non-inert non hazardous waste and inert waste, Table 7 shows the range of additional capacity needed:

Table 6 Total Additional Capacity Needed for Non Hazardous Landfill and Inert Landfill (tonnes)

Year	Non Hazardous Landfill			Inert Landfill		
	Min	Max	SEP	Min	Max	SEP
2011/12	1,043,000	1,097,000	1,794,000	666,000	682,100	1,345,000
2016/17	2,462,000	2,589,000	3,340,000	1,792,000	1,855,000	2,322,000
2021/22	3,429,000	3,632,000	4,350,000	2,753,000	2,882,000	2,983,000
2026/27	4,305,000	4,572,000	5,291,000	3,581,000	3,787,000	3,676,000

Source: Information Paper 1

Estimates of future arisings and waste management methods suggest the following in terms of future capacity requirements:

Recycling and Composting Capacity

2.38 When planned facilities that are currently being built are taken into account there is sufficient recycling and composting capacity in East Sussex and Brighton & Hove. There is uncertainty over exactly how soon a shortfall arises and how large it will be. If waste grows in line with the lower growth scenarios then a shortfall will begin to emerge in 2017/18. Under the higher growth scenario, the shortfall emerges in 2013/14, whereas if waste is produced in line with the South East Plan predictions then the shortfall emerges in 2011/12.⁽¹¹⁾

Other Recovery Capacity

2.39 When the Energy Recovery Facility in Newhaven is operational (estimated late 2011) then the current demand for Municipal Solid Waste recovery capacity will be met. Some capacity for the recovery of C&I waste could be dealt with in the same way. As with recycling and composting, exact requirements will depend on waste growth rates.

ERF Residues - treatment and disposal capacity

2.40 If bottom ash needs to be treated as hazardous waste, it is possible that any development of a facility to manage future ERF residues from the Newhaven ERF (e.g. secondary aggregate production) could offer an opportunity for combining the treatment of C&D wastes. Such a facility

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would ideally be located in close proximity to the Newhaven plant and, like similar facilities elsewhere in the UK, new capacity would ideally be developed alongside a facility for the land disposal of SNRHW at a single integrated site.

2.41 Flyash residues from Energy Recovery Facilities would be produced in small quantities, such that the development of a facility for their management in East Sussex and Brighton & Hove is unlikely to be viable. Such wastes are therefore most likely to be exported from the Core Strategy area for management at a regional or pan-regional facility.

Construction and Demolition Waste

2.42 If increasing rates of C&D waste recycling and recovery are to be achieved then additional capacity will be required during the plan period. This capacity is likely to be met by a combination of improvements to provide capacity at existing sites, the development of new sites and further use of mobile processing equipment on construction and demolition sites. Increasing requirements for additional facilities and equipment will also be linked to the amount of construction and demolition activity that takes place in East Sussex and Brighton & Hove.

Non-hazardous Landfill Capacity

2.43 Following the closure of Beddingham Landfill near Lewes in May 2009 there is now only one landfill site in the Core Strategy area, at Pebsham which is located between Bexhill and Hastings. This is currently closed but permission has been granted for an extension providing a void space of 489,000 cubic metres which equates to around 489,000 tonnes. There are currently no other permissions for the landfill of non-hazardous waste in East Sussex and Brighton & Hove. Even with the Pebsham extension, there is an immediate shortfall as total requirements for landfill of waste arising in East Sussex and Brighton & Hove exceed available capacity.

Inert Landfill Capacity

2.44 There is currently no major landfill capacity dedicated for the disposal of inert waste in East Sussex and Brighton & Hove. The existing land disposal capacity that remains at the single operational landfill site (Pebsham) is primarily intended for mixed non-hazardous waste types, however some inert waste will be used as material for an engineering material (e.g. for daily cover). It should be noted that large quantities of inert waste are often used as a material for an engineering operation. Planning permission may be required for this operation but such activities are exempt from the need for an Environment Agency environmental permit.

Hazardous Waste

2.45 If hazardous wastes are considered as a whole then the total capacity for the management of hazardous waste exceeds the total quantity of arisings in East Sussex and Brighton & Hove. However, while the existing capacity for managing Waste Electronic and Electrical equipment (WEEE), battery and organic chemical hazardous waste streams exceeds arisings (indeed wastes of these types are actually imported to the area for management), Information Paper 7 shows that the quantity of arisings of other types of hazardous waste (e.g. Healthcare wastes, oil wastes and contaminated soil) exceed existing management capacity.

Context 2

2.46 While imports of hazardous waste exceed exports, it should be noted that a similar range of waste streams (to those imported) are exported from East Sussex and Brighton & Hove for recovery and reuse elsewhere in the UK. Further opportunities may therefore exist for the management of hazardous waste arisings in the Core Strategy area by utilising existing and planned capacity.

2.47 When planning hazardous waste management capacity it is important to consider that, due to the relatively small quantities of hazardous waste arising and the specialist nature of their treatment, the Core Strategy area alone may not offer a catchment large enough to justify the development of a facility for the management of particular type of hazardous waste. Section 14 considers a preferred approach to the management of hazardous waste in East Sussex and Brighton & Hove.

Wastewater and Sewage sludge

2.48 There is currently sufficient capacity but little scope to treat any increase in wastewater from the high number of houses required by the South East Plan to be provided in East Sussex and Brighton & Hove so additional capacity will be needed particularly in the Hailsham area. The Brighton & Hove wastewater treatment works currently under construction at Peacehaven will significantly improve treatment of wastewater in the area.

2.49 There is currently adequate sewage sludge treatment and disposal capacity but it is likely that additional capacity will be needed in the future.

Summary - Where do we need to be

Depending on levels of waste growth, it is estimated that between 34 and 37 million tonnes of solid waste will be produced in East Sussex and Brighton & Hove between 2011 and 2027. This will be made up of about 6 to 7 million tonnes of MSW, 6 to 7 million tonnes of C&I waste and 20 to 22 million tonnes of C&D waste.

Taking into account the capacity of existing facilities, new capacity for waste recovery (including recycling and composting) is likely to be needed for the period between 2011 and 2026 to allow the additional recovery of between 0.5 and 2 million tonnes of MSW and C&I waste. C&D waste recycling will need to increase to allow the processing of between an additional 5 and 7 million tonnes.

In addition to that up to about 4.5 million tonnes of land disposal capacity could be needed up to 2026 to deal with residual waste. This assumes that no residual waste is imported from London for disposal.

Additional wastewater treatment capacity will be needed in the Hailsham area.

2 Context

Minerals in East Sussex and Brighton & Hove

Sand, Gravel, and Crushed Rock

2.50 Aggregates (sand, gravel, and crushed rock) are important for the improvement of infrastructure and buildings in East Sussex and Brighton & Hove, particularly if the housing targets identified in the South East Plan are to be delivered.

2.51 Historically there has been low levels of extraction of sand and gravel from the ground ('land-won') in East Sussex, and imports of aggregates dredged from the seabed (marine aggregates) have been important in meeting local construction needs. Whilst there are several permitted sites for land-won aggregates, there is currently only one working producing building sand ⁽¹²⁾. Marine aggregates are imported through the ports of Newhaven and Rye in East Sussex, and Shoreham Harbour on the Brighton & Hove/West Sussex boundary. The capacity for receiving and processing marine-dredged and other aggregates through the three ports is over 3 mtpa ⁽¹³⁾ but actual throughput has been much lower.

2.52 Recycled material from construction and demolition waste is also emerging in recent years as an important aggregate supply source. In 2007 there were thirteen sites in the Plan area which recycled aggregates, producing about 370,000 tonnes of recycled aggregates.

2.53 The South East Plan identifies the amount of aggregates to be produced by the region, see table below. This includes an apportionment to be delivered by East Sussex and Brighton & Hove. A review of the sub-regional apportionment for land-won aggregates is currently underway (See section 17). The proposed new apportionment is subject to Government approval.

Table 7 Requirement for aggregates provision for East Sussex and Brighton & Hove

Primary land-won aggregates	0.01mtpa (revised figure of 0.07mtpa is being proposed by the South East England Partnership Board pending Examination in Public later in 2009)
Recycled and Secondary aggregates	0.5mtpa (by 2016)

Source: South East Plan 2009, Policies M2 and M3

Chalk

2.54 Chalk has historically been extracted in East Sussex mainly for use as constructional fill and agricultural lime, longer ago it was also used in the cement industry. There are no active chalk quarries in East Sussex and chalk for agricultural use has recently been supplied by imports.

12 See Information Paper 2; Aggregates Supply and Demand Study

13 SEERA Aggregates Monitoring Report 2005

Clay

2.55 Clay is extracted in East Sussex for brick and tile manufacture, and also more recently for flood defences. There are currently four active sites, at Aldershaw Farm, Seddlescombe/Battle; Chailey Brickworks; Hastings Brickworks; and Ashdown Brickworks. There is also an extant planning permission for a new brick works and clay pit at Horam, as well as several inactive sites in East Sussex. The South East Plan sets out a requirement to plan for a permitted reserve of clay for brick and tile manufacturing sufficient to last at least 25 years to serve brickworks at current production rates ⁽¹⁴⁾. Reserves at both Aldershaw Farm and Chailey are now low and the need to identify further reserves to supply these brickworks is considered in section 18.

Gypsum

2.56 Gypsum is an important raw material for the construction industry, it is used in plaster and plasterboard, cement and other industrial processes. The resource near Robertsbridge in East Sussex is the largest deposit in the UK. Desulphurgypsum (DSG), a by-product from coal fired power stations, can be used as an alternative to gypsum and has been used at the plasterboard plant. The South East Plan requires that a permitted reserve of gypsum sufficient to last at least 20 years at current production rates is maintained in East Sussex.

Oil and gas

2.57 Oil and gas are nationally important minerals and Government policy sets out that exploration for reserves should be supported and exploited subject to environmental considerations. Exploration for oil and gas took place in East Sussex in the 1980s although no commercially viable resources were found. There is currently no exploitation of oil or gas in East Sussex although there are several licences for exploration.

Recycled and secondary aggregates

2.58 Supplies of land-won aggregates in East Sussex and Brighton & Hove have long been augmented by secondary aggregates and recycled materials alongside marine imports. It is anticipated that this pattern will continue to increase in accordance with national and regional policies to increase their use, including targets in the South East Plan. The main source of waste in East Sussex and Brighton & Hove that could be used as secondary aggregate is construction and demolition waste.

Wharves and rail depots

2.59 Although national and regional policy encourages the use of sustainable transport for the movement of minerals and waste, the opportunities for using alternative transport to road travel are extremely limited in East Sussex and Brighton & Hove, and this situation is unlikely to change within the plan period. For minerals, this is partly because land-won minerals resources are not near enough to the ports or rail-linked sites to make it a commercially viable option, and also because aggregates (marine and land-won) produced in East Sussex and Brighton & Hove do not tend to travel more than 30 miles to serve local markets. For waste, transfer by rail normally only becomes economically viable over longer distances than are needed in the plan area. So the use of rail freight for transporting either minerals or waste is severely limited by

2 Context

the suitability of rail-linked terminals, their locations, and the relatively short distances that would be travelled within East Sussex and Brighton & Hove. Furthermore where there are sites adjoining railway lines, such as at Newhaven Port, there are significant costs involved with reinstating or providing modern railheads.

Summary - Minerals in the plan area

The current requirements in the South East Plan for land-won aggregates can be met.

Marine imports, and provision of recycled and secondary aggregates, will need to be maintained and where possible increased to meet construction needs to 2026.

There are no requirements to make provision for specific amounts of other minerals that are currently extracted in the plan area (chalk, clay and gypsum) however two clay sites require further provision.

Characteristics of East Sussex and Brighton & Hove 3

3. Characteristics of East Sussex and Brighton & Hove

3.1 The particular characteristics of East Sussex and Brighton & Hove affect how waste is managed and minerals are produced, as described below:

Population

3.2 Population demographics in East Sussex and Brighton & Hove will have an effect on waste arisings (the amount of waste generated) and minerals production. There is a population of approximately 508,274 in East Sussex and 253,500 in Brighton & Hove, totalling 761,774 ⁽¹⁵⁾. This is forecast to increase during the period up to 2026 so although waste generation per household may decrease, the growth in the number of households is likely to counteract this. The net effect could generate additional waste arisings and increase demand for minerals for construction.

3.3 East Sussex has a considerable working age population and also a high retired population, whilst the population of Brighton & Hove is dominated by young residents, with 42% of the resident population being between the ages of 20 – 44. Average income levels in East Sussex and Brighton & Hove are below the South East averages, with areas of deprivation and relative poverty, exacerbated by the high cost of housing. Research by Defra shows a correlation between age and willingness to recycle, and that some groups are more likely to recycle and compost waste.

Settlements

3.4 The settlement pattern of East Sussex and Brighton & Hove is made up of densely developed urban settlements along the coast, with much smaller communities spread across the more rural parts of East Sussex. Three quarters of the population live in the coastal area with the highest concentration of population in the west in Brighton & Hove, where a third of the total population live, but with significant concentrations in Eastbourne and in the Bexhill/Hastings area. A significant proportion of waste is generated in these more highly populated areas. Population has little influence on areas of minerals production although recycled aggregate is more likely to be produced in populous areas where more development takes place. Future housing provision for the plan area between 2006 and 2026 is 41,400 dwellings, 11,400 dwellings in Brighton & Hove and 30,000 in East Sussex. The district with largest allocation is Wealden with 11,000. Shoreham Harbour which is included in part of the plan area has been identified as a strategic development area with an allocation of up to 10,000 dwellings subject to local testing. The Core Strategy will need to ensure there are sufficient minerals to support the construction industry and appropriate waste facilities to meet future population and household increases.

Development Land

3.5 The high quality of the environment in East Sussex and Brighton & Hove can make it difficult to find suitable sites for development. Unlike regions with a significant industrial legacy, vacant or derelict land in the East Sussex towns and in Brighton & Hove is comparatively small scale. Previously-developed sites within urban areas, or close to them, offer opportunities for locating certain types of development including waste management facilities. However such

15 2007 ONS population estimates

3 Characteristics of East Sussex and Brighton & Hove

sites are in limited supply and therefore land-uses will be competing for them, especially given the requirements for new housing described above and Government targets for building houses on previously-developed 'brownfield' land. Waste management facilities and minerals recycling facilities could therefore be in direct competition with uses that have a higher value for landowners, in particular housing.

Natural Environment

3.6 The natural environment is a consideration that needs to be taken into account in developing waste management facilities and management of minerals. Most of the large settlements in East Sussex and Brighton & Hove lie within or are adjacent to nationally protected landscapes with significant amounts of the plan area protected by international and national habitat and landscape designations including Special Areas of Conservation, Special Protection Areas, Ramsar sites, Sites of Special Scientific Interest, Ancient Woodland, Areas of Outstanding Natural Beauty, and the intended South Downs National Park. The Core Strategy will need to ensure that where waste or minerals development occurs then these areas are afforded appropriate levels of protection and where appropriate enhanced.

3.7 East Sussex and Brighton & Hove fall within the water catchment areas of four major river valley systems: the Adur, the Ouse, the Cuckmere and the Rother. All these rivers are tidal, and vulnerable to a combination of persistent heavy rainfall and high tides so there is high flood risk in significant parts of the coast which will affect location of waste and minerals developments. Rivers and associated reservoirs and the chalk rocks of the South Downs provide water supplies. The Water Framework Directive requires that water bodies should be achieving 'good ecological status', aiming to achieve this for all waters by 2015. Though specific targets and actions have not yet been finalised it is anticipated that it will require substantial improvement and protection of water quality in East Sussex.

Climate Change

3.8 Being located in the South East of England, it is predicted that the impacts of climate change that are experienced in East Sussex and Brighton & Hove may be more extreme than in other areas of the UK. With the main centres of population being in dense urban settlements along the coast then rising sea levels associated with higher average temperatures could be a particular issue locally. The way that waste is managed can directly affect greenhouse gas emissions, particularly methane emissions from landfill. A changing climate may also affect the design and location of new facilities for managing waste and minerals. For more details see Information Paper 9 - Climate Change and Waste and Minerals.

Economy

3.9 The economy in East Sussex and Brighton & Hove is characterised by a high number of small businesses. The average business in East Sussex had just below eight employees in 2004 and just under 85% of businesses in Brighton & Hove employ between one and ten people. The large number of small businesses reflects the high percentage of consumer service activities, such as shops, pubs and leisure activities in the local economy, whilst the industrial sector accounts for only a small proportion of businesses in East Sussex and Brighton & Hove. Research suggests that the industrial component of waste produced by businesses ('commercial and industrial waste') is expected to continue to decline, and instead become increasingly similar to municipal solid waste. Also significant for the Core Strategy is that the composition of waste

Characteristics of East Sussex and Brighton & Hove 3

produced by small businesses differs from that generated by large industry. Large industrial and commercial businesses are generally more likely than small businesses to have a recycling/recovery programme in place for their waste.

Transport

3.10 There are no motorways in East Sussex and Brighton & Hove and most of the trunk road network is not dual carriageway but single carriageway roads. Research by the Highways Agency shows that the key trunk roads are at or near capacity already or will be by 2026, if the current rate of growth in vehicle movements continues. In particular the A23, A27 and A259 are unlikely to be able to cope with increasing demand. The road network is important for the transfer of waste or recycling products and is also used for the transport of some key minerals.

3.11 The rail network in the area links the main coastal towns north to London, west to Portsmouth, Southampton, Cardiff and the south west, and eastwards to Ashford in Kent. The only freight movement by rail is that of Gypsum at Robertsbridge, East Sussex. There are no other waste or minerals rail linked sites or movements by rail out or into East Sussex and Brighton & Hove.

3.12 There are ports at Newhaven, Shoreham and Rye. Newhaven is the only port in East Sussex that is still potentially accessible by rail for the movement of waste and minerals but rail access is no longer possible at either Rye or Shoreham Port. Around 750,000 tonnes of aggregates per year are imported into Shoreham Port as a whole and around 200,000 tonnes per year at Newhaven ⁽¹⁶⁾, all of which are transported by road to local builders merchants and construction projects. Landings at Shoreham travel into West Sussex and Brighton & Hove, at Newhaven travel north, east and west, and at Rye Port crushed rock and secondary materials are imported and serve the East Sussex and Kent markets. The average distance aggregates travel from their source is 30 miles ⁽¹⁷⁾ although there are exceptions to this.

3.13 Waste and minerals activities make up a small proportion of total traffic flow, however the Core Strategy will still need to consider and seek to minimise the environmental and health effects of the transportation of waste and minerals. Enabling locations of new facilities close to waste sources and integration of complementary activities within minerals and waste sites are some of the ways that this can be addressed.

Summary of characteristics

- Forecast population increases will impact on future need for waste management capacity and minerals resources
- Concentration of population and businesses in urban areas along the coast is where significant proportion of waste will be generated.
- Large areas of designated protected environments will constrain potential locations for waste and minerals development

16 Crown Estate

17 Quarry Products Association

3 Characteristics of East Sussex and Brighton & Hove

- Road network is relatively poor but there are limited opportunities for modal shift in transporting waste and minerals
- Further information on topics covered in this section can be found in Information Paper 6 - Spatial Portrait of East Sussex and Brighton & Hove.

4. Spatial Vision

The Spatial Vision

4.1 The Spatial Vision for waste and minerals in East Sussex and Brighton & Hove takes account of the requirements of national and regional policy for waste and minerals planning strategy. It also considers the community strategies of East Sussex and Brighton & Hove and the specific local issues that are set out in these strategies.

4.2 The Spatial Vision also takes account of the views of the community and other stakeholders. The version set out in the Issues and Options document (February 2008) has been revised in the light of comments received during the Issues and Options consultation stage. Revisions have also taken account of further consideration and amendment of strategic objectives and options for delivering these objectives, which has taken place following Issues and Options consultation and further dialogue with key stakeholders.

4.3 There are a number of broadly expressed aims in the Spatial Vision and these support the delivery of national and regional waste planning policy. These broad aims are developed in more detail in the Spatial Objectives and the Core Strategy policies and implementation framework.

The Spatial Vision

Spatial Vision

By 2026 the environmental footprint, in particular greenhouse gas emissions, associated with the production and management of waste and minerals in East Sussex and Brighton & Hove will have been significantly reduced.

The growth in waste will have stopped and the efficient production and use of materials will have been maximised. Most waste will be reused, recycled to provide goods or raw materials, or processed to provide energy, with as little as possible being disposed of. The environmental characteristics of East Sussex and Brighton & Hove mean that opportunities for disposal to land are severely restricted.

Facilities needed to manage waste and produce minerals will be designed, located and operated to ensure that the area's built and natural heritage are preserved and enhanced, from its exceptional countryside, which includes a Heritage Coastline, the South Downs, Ashdown Forest and the Weald, to its distinctive and varied built environment which includes seaside towns and a City with grand Regency architecture as well as scattered Weald and Downland villages.

The production of secondary materials will be maximised, but where primary minerals are essential to meet the needs for new developments both locally and those of the wider South-East region, the extraction and use of Aggregates, Clay, Chalk and Gypsum will take place in an efficient manner that protects and benefits the local community and the environment.

5 Spatial objectives

5. Spatial objectives

The Spatial Objectives

5.1 In order for the Spatial Vision to become reality, the Councils needed to decide what actions are needed to move waste and minerals management from its current situation to the position described in the Vision. In order for these actions to be identified, a sequential process was adopted involving the development of spatial objectives that would lead to implementation of the vision, consideration of a range of options to meet the objectives and the selection of preferred options. Policy required to implement the preferred option was then prepared, along with a delivery strategy and monitoring framework for each policy. **Figure 6.1** illustrates this sequential approach.

Picture 1 Sequential Policy Process



5.2 The Spatial Objectives are set out below. They take account of relevant national and regional policy. The Objectives have been revised from the Issues and Options Stage in the light of consultation responses and further Sustainability Appraisal work.

5.3 Whilst being high level and strategic, the Spatial Objectives are specific, locally distinctive where appropriate, and consistent with the Spatial Vision. Because of the clear sequential process adopted, each Objective can be closely linked to a Core Strategy policy and delivery strategy, which means that the objectives are 'SMART' (Specific, Measurable, Achievable, Relevant and Time bound). Each Spatial Objective is cross-referenced to the relevant Core Strategy policy and delivery strategy. Through the delivery strategy and monitoring plan, the progress towards meeting the Objectives, and in making the Spatial Vision a reality, can be measured. Details of how progress will be monitored is set out in the Implementation and Monitoring chapter of this document.

Spatial objectives 5

The Spatial Objectives**Spatial Objectives**

SO1: To achieve declining rates of growth of all wastes, to reduce the amount of waste produced, and to drive the management of waste up the hierarchy ⁽¹⁸⁾ by reusing and recycling waste material into new products and recovering energy from materials that cannot effectively be recycled.

Relevant policies and delivery strategy: CS1a, CS1b, CS3,

SO2: To achieve prudent and efficient use of minerals, having regard to the market demand and supply restrictions in East Sussex and Brighton & Hove, and to recognise waste as a resource in order to reduce local demands on water, energy, land, and primary raw materials including soil and minerals.

Relevant policies and delivery strategy: CS2, CS4, CS6,

SO3: To make timely provision for sufficient facilities for the sustainable management of waste (including wastewater) and production of minerals to meet forecast requirements for East Sussex and Brighton & Hove, in order to contribute as far as practicable to regional and national requirements for waste management and support the production of nationally and regionally important minerals.

Relevant policies and delivery strategy: CS2, CS7, CS8, CS10b, CS11a, CS11b, CS12, CS13

SO4: To protect and enhance the environment, communities and human health through minimising harmful emissions to air (including greenhouse gases), water and land; minimising the use of natural resources (including greenfield sites); minimising impacts on protected habitats, landscapes, geological sites and heritage sites; and areas which have landscape character and quality which is sensitive to development; and through ensuring high quality mitigation, compensation and restoration to appropriate after-uses.

Relevant policies and delivery strategy: CS4, CS5a, CS5b, CS5c, CS6, CS10b, CS11a, CS11b, CS12, CS13, CS14

SO5: To manage waste and minerals at an appropriate scale, taking account of the distribution of waste sources and the limitations on the availability of suitable land in East Sussex and Brighton & Hove, as close to the sources as practicable in order to encourage communities to take more responsibility for the waste they create and to minimise the transport of waste and minerals. Use the most sustainable and practicable mode where it is necessary to transport waste or minerals.

Relevant policies and delivery strategy: CS5a, CS5b, CS6, CS9, CS15

18 See Issue W3 for further explanation of the Waste Hierarchy

5 Spatial objectives

SO6: To ensure that sustainable waste management objectives are considered in all plans and strategies and proposals in East Sussex and Brighton & Hove, and that the design, construction and operation of all new development promotes sustainable waste management.

Relevant policies and delivery strategy: CS1b,

SO7: In recognition of limited capacity for disposal to land in East Sussex and Brighton & Hove, to dispose of waste to land as a last resort and seek appropriate after-use of land disposal sites to achieve conservation and enhancement of the environment.

Relevant policies and delivery strategy: CS6

SO8: To ensure facilities are designed, located and operated in a manner that takes the implications of climate change, and in particular rising sea levels, into account.

Relevant policies and delivery strategy: CS1a, CS1b, CS4, CS5c

Preferred Strategy for Waste and Minerals 6

6. Preferred Strategy for Waste and Minerals

Introduction

6.1 Since the Issues and Options consultation in 2008 there has been ongoing reassessment and refinement of the proposed approach to sustainable management of waste and minerals in East Sussex and Brighton & Hove in the period up to 2026. This has involved ongoing stakeholder consultation, Sustainability Appraisal, evidence gathering, and consideration of the latest interpretations of national planning policy and guidance. For a full list of background studies see the Supporting Evidence Summary document.

6.2 This chapter sets out the Preferred Strategy for managing waste and minerals, and the preferred implementation framework which includes preferred policies and framework for monitoring delivery. It also explains the alternative strategy options that were considered and why they are not being taken forward.

How were the revised Issues and Options identified?

6.3 Following the public consultation on the Waste and Minerals Core Strategy Issues and Options document in February 2008, the issues and options were reviewed and refined in response to comments received from the consultation and other information that had become available, for example some issues were merged or identified as more appropriate for consideration through one of the other documents in the Waste and Minerals Development Framework rather than the Core Strategy. The set of revised issues and options ⁽¹⁹⁾ were then assessed through the Sustainability Appraisal ⁽²⁰⁾ and tested with key stakeholders and delivery partners through an ongoing process of dialogue ('options testing dialogue') between August 2008 and February 2009. Various background technical studies were also completed during this time to investigate the options further. The preferred options identified in the following chapters of this document were chosen from the set of revised Issues and Options.

How were the Preferred Options chosen?

6.4 In order to document the preferred options selection process for the Core Strategy a proforma was designed and used to record reasoning for selecting each of the preferred options ⁽²¹⁾. The questions in the proforma follow the various Tests of Soundness ⁽²²⁾ and use a 'traffic light' system to determine whether the options meets the Tests of Soundness.

6.5 The findings from the evidence base (including public/stakeholder comments, Sustainability Appraisal, and background research/studies) were used to help answer the questions in the proforma and to test the options. The conclusions of the questions in the proforma then helped to identify a preferred option for each issue.

6.6 The rest of this document sets out the spatial options that have been considered, the preferred option, and then the related strategy and policies for that option. Most are spatial policies which have a locational influence, but there are also some more general 'core strategic'

19 See Revised Issues and Options August 2008

20 see Sustainability Appraisal September 2008

21 Preferred Options Evaluation Proforma, April 2009

22 "To be 'sound' a Core Strategy should be justified, effective, and consistent with national policy" Planning Policy Statement 12 para 4.52

6 Preferred Strategy for Waste and Minerals

policies which do not directly influence location but they are important in delivering the spatial strategy. More general development control policies will also be included in the final Submission Core Strategy to work alongside the spatial policies and core strategic policies to address matters such as protection of the environment and of amenity. The proposed topics for the development control policies are set out in Issues W4 and M4.

7. Waste minimisation

Issue W1 There is a need to minimise the amount of waste that is produced

Summary of the issue

7.1 Approximately just over two million tonnes of waste is produced in East Sussex and Brighton & Hove each year. While it is important to recover value from as much of this waste as possible, if the amount generated in the first place can be reduced then that is even better in terms of saving resources and reducing the impacts that result from dealing with it.

7.2 European, national and regional policies place great emphasis on seeking to minimise the amount of waste produced. It is at the top of the Waste Hierarchy (See diagram in Issue W3) and the South East Plan seeks to reduce growth of all waste to 0.5% per annum by 2020⁽²³⁾. Examples of waste minimisation include buying goods and materials without packaging, and only buying materials that are needed in order to avoid surpluses. Waste minimisation is therefore important not only in terms of reducing the requirement for waste management, but also in terms of reducing requirements for energy and for precious raw materials⁽²⁴⁾.

7.3 Consultation so far has revealed widespread support for waste minimisation, although some stakeholders have questioned whether planning policy alone will deliver reductions in the amount of waste that is produced. From past experience of implementing waste minimisation initiatives, the Councils are well aware that waste minimisation requires significant behavioural and cultural change which can only be achieved in partnership with others. Indeed, the reduction of waste is recognised as an area requiring action in the Sustainable Community Strategies for both East Sussex⁽²⁵⁾ and Brighton & Hove⁽²⁶⁾.

7.4 To help inform the Core Strategy, some scoping work has been carried out to investigate the measures that could effectively contribute to reducing waste generation specifically in East Sussex and Brighton & Hove⁽²⁷⁾. That work has indicated that implementation of many of the measures needs a commitment, and in some cases resources, from delivery partners.

7.5 It is likely that a key focus of waste minimisation initiatives will be on MSW and C&I waste streams because these would offer the greatest potential in terms of reducing the amount of biodegradable waste sent to landfill⁽²⁸⁾, which has important benefits such as easing the pressure on the extremely limited land disposal capacity within the plan area⁽²⁹⁾, reducing landfill tax payments⁽³⁰⁾ and reducing greenhouse gas emissions⁽³¹⁾. The Councils have already commenced work (including a joint consideration with West Sussex County Council) to inform a potential C&I waste strategy. Other potential initiatives that could be explored further range

23 South East Plan 2009, Policy W1

24 See Information Paper 3: Sustainable Resource Use and Management

25 East Sussex Pride of Place: Working Towards a Better Future for Local People and Local Communities, 2008

26 Brighton & Hove Sustainable Community Strategy, 2006

27 Waste Minimisation Study, Scott Wilson, 2009

28 Waste Minimisation Study 2009

29 Land Disposal Study 2009

30 Land Disposal Study 2009

31 Climate Change Study 2009

7 Waste minimisation

from encouraging home composting, to working with small businesses to encourage resource efficiency, and introducing variable incentives or charges to households depending on the amount of waste they produce.

7.6 Reducing the amount of waste in the construction industry is also important because Construction and Demolition waste is the single largest waste stream in East Sussex and Brighton & Hove, so the Councils are already looking into ways to support industry e.g. By providing help with implementing the new Site Waste Management Plans (2008) legislation and by reviewing the Councils' existing Supplementary Planning Document on Construction and Demolition Waste.

What can the Core Strategy do about this issue?

7.7 Waste minimisation is an example of a 'spatial' planning issue that may be considered by some to be beyond the remit of waste and minerals planning policy. However, if the amount of waste produced is reduced then there are spatial implications as the land needed for additional waste management facilities will also be reduced. Through the Core Strategy, the Councils can therefore bring about a change in land use requirements by setting a framework for seeking reductions in the amount of waste that needs to be managed by working in partnership with stakeholders involved in the preparation of other strategies and policies, e.g. Local Strategic Partnerships and other councils in East Sussex, that seek to influence lifestyle choices and behaviour. In addition the Core Strategy can seek reductions in the amount of construction waste produced by making this a requirement of all built developments.

7.8 There is a limit to what the Councils could deliver on their own, but the Core Strategy can establish the principle of seeking to reduce waste with a commitment to further investigating and establishing which measures are likely to be the most effective locally through the preparation of other programmes and strategies (e.g. Municipal Waste Management Strategies, strategies for Commercial and Industrial Waste, Supplementary Planning Documents). Such programmes and strategies would provide a more appropriate place in which to develop detailed action plans with key delivery partners (e.g. Main waste producers).

What Are The Options?

Issue W1 There is a need to minimise the amount of waste that is produced

The Core Strategy should adopt a waste reduction strategy for municipal and commercial and industrial waste based on targeting resources on either:

W1a. Targeting the largest local waste streams; or

W1b. Targeting the most environmentally damaging waste streams, for example biodegradable waste that produces the most greenhouse gases; or

W1c. Targeting specific sectors only, such as certain commercial waste producers (e.g. leisure & catering or micro-businesses), or individuals (the general public), or waste produced by local authorities; or

W1d. Targeting specific geographic areas, based on demographic/economic evidence indicating the likelihood of the highest returns.

Waste minimisation 7

Issue W1 There is a need to minimise the amount of waste that is produced

W1e. Additionally, the strategy might introduce a policy that requires developers to make a financial contribution towards implementing waste minimisation measures, such as education of residents in the area of the development being proposed.

Note: dashed line indicates separation of mutually exclusive options, though there is some flexibility to combine options for this issue.

The Core Strategy should adopt a waste reduction strategy for construction and demolition waste based on targeting resources on either:

W1f. Encouraging the district and borough authorities to include policies in their LDFs aimed at minimising waste during construction and demolition; or

W1g. Forming partnerships to promote waste minimisation as part of the sustainable design process.

W1h. The Core Strategy should adopt a pro-active approach on waste minimisation. It should set objectives and take the lead on working with delivery partners to implement initiatives to minimise waste production, with an overall policy aim of reducing the amount of waste that needs to be managed and disposed of to land.

W1i. The Core Strategy should rely on fiscal and other measures to influence the amount of waste produced. It should recognise the limitations of its policy remit as spatial planning for the waste that is produced by society including businesses.

Preferred Option Selection

Preferred option - W1h

Reasons - It is appropriate for the Core Strategy to include a policy on waste minimisation. Waste minimisation affects the amount of capacity that the Core Strategy has to plan for (see Issues W2 and W6) so it therefore has geographical implications and should be included as a spatial policy. The study on waste minimisation could be supplemented at a later date to add further detail as to which waste minimisation initiatives are most appropriate and should be taken forward in East Sussex and Brighton & Hove.

7 Waste minimisation

Core strategic policies

CS1a Waste Minimisation

The Councils will work closely with stakeholders and delivery partners to reduce the amount of waste produced by individuals and businesses. Further work will be undertaken with delivery partners to explore the local effectiveness of waste minimisation initiatives and determine the detailed policy framework/programmes and strategies to achieve a reduction in the amount of waste generated in East Sussex and Brighton & Hove.

Initiatives to reduce waste generation will be encouraged.

CS1b Minimising waste during construction and demolition

Proposals for development should demonstrate that the management of any necessary demolition or site preparation work is carried out with regard to moving up the waste hierarchy in particular the potential for waste minimisation, re-use, and recycling of wastes. As far as possible, such wastes should be managed on site.

Developers should demonstrate that the construction phase has been designed with the aim of waste prevention in mind. Developers should be clear about the level of construction wastes expected, and the extent to which they expect this to be recycled. Major projects should seek to recycle 100% of wastes generated during construction. Any proposals for waste management facilities should reflect the same aims.

Strategy for Implementation - see Appendix A

Waste recovery and land disposal capacity 8

8. Waste recovery and land disposal capacity

Issue W2 – The need for additional waste recovery and land disposal capacity

Summary of the issue

8.1 In order to ensure that sufficient land is made available for waste management we need to understand how many facilities are required to do this (how much capacity is needed).

8.2 The amount of waste generated in the Core Strategy area has a direct bearing on the number of waste management facilities that are needed to deal with this waste. Policy W4 of the South East Plan anticipates that each Waste Planning Authority (in this case East Sussex and Brighton & Hove together), will manage an amount of waste that is equivalent to that which arises within its boundaries - this is known as 'net self-sufficiency'. This means that in order to understand how much waste management capacity is needed over the period of the Core Strategy it is necessary to first estimate how much waste is likely to arise over this time.

8.3 At the moment the amount of waste produced each year is growing. Factors influencing waste growth include the following:

- Size of population - more people generally means more waste.
- No. of households - increasing numbers of households also results in more waste. Any tendency to more people living alone or together in smaller numbers results in the production of more waste.
- Economic activity - the number of businesses and how busy they are affects the amount of waste produced.
- Development activity - linked to the above, more development results in more waste from buildings and infrastructure construction and maintenance activities.
- Success of initiatives intended to reduce waste growth - national initiatives have been implemented that are intended to reduce the rate at which waste is produced.

8.4 Of course there are existing facilities in East Sussex and Brighton & Hove that are currently making an essential contribution to the management of waste in East Sussex and Brighton & Hove. Many of these facilities have become well established over a number of years and may continue to offer an important service for years to come. The contribution ~~made~~ currently made by these and that which they could make in future is taken into account when estimating how much additional waste management capacity is needed (see Table 4 in Section 2).

8.5 Furthermore, to understand how much waste recovery capacity is needed and how much disposal capacity is needed, we also need to make projections regarding the proportion of waste that will be sent for disposal and the proportion that will be diverted away from landfill, i.e. recovered. ⁽³²⁾ These projections are taken from the targets to be adopted for diverting waste from landfill. The level of these targets is considered further under Issue W3 in Section 9.

32 In this context 'waste recovery' means the management of waste in any manner that results in diversion from landfill, including recycling, composting and energy recovery.

8 Waste recovery and land disposal capacity

8.6 Table 4 in Section 2 summarises the range of numbers of new waste management facilities that are forecast to be required for the recovery of waste by 2026. This table shows the difference between the numbers of facilities that would be required, depending on whether waste grows at a higher or lower rate. The numbers are also influenced by the amount of waste recovery that takes place.

8.7 Not all waste is suitable for recovery processes, and there will be some residues from recovery processes that cannot be put to a good use. There will therefore be a requirement for some land disposal capacity for the foreseeable future. As with recovery capacity, we need to know how much new land disposal capacity is required over the life of the Core Strategy. Table 5 in Section 2 summarises the varying amounts of land disposal capacity required for non-hazardous waste and puts this at between 4.3 and 4.5 million tonnes by 2026. It should be noted that this does not include the apportionment for East Sussex and Brighton & Hove for the disposal of residual waste from London as set out in the South East Plan which is 1.06 million tonnes from 2006-2016 and 0.59 million tonnes from 2016 to 2025. There are important factors which mean that East Sussex and Brighton & Hove is not well suited to receive residual waste from London. These factors include the following:

- Extreme lack of suitable areas for land disposal.
- Generally poor transport links, especially in the east of the Core Strategy area.
- No history of waste being exported from London for management in the Core Strategy area.
- No indication from the waste industry that waste will travel from London for management in the Core Strategy area in the future.

What can the Core Strategy do about this issue?

8.8 The Core Strategy can base its assessment of the need for future waste recovery and land disposal capacity on varied assumptions underpinning future arisings.

8.9 Assumption judgements include:

- The likely impact of waste minimisation measures on growth in waste production per head of population (Issue W1 considers specific options to minimise waste production).
- Future links between economic growth and waste growth
- The amount of existing capacity
- Whether residual waste from London is likely to be disposed of in the Core Strategy area

8.10 In order to demonstrate that the Core Strategy is deliverable, taking into account changing circumstances that might affect these assumptions over the long lifetime of the Core Strategy, it is likely that it will need to demonstrate flexibility when planning for the amount of additional capacity required. Assumptions about future waste arisings will need to take this into account, but there will be judgements to be made about the degree of flexibility, and amount of additional capacity, required.

8.11 In order to ensure that existing waste management capacity continues to make a contribution to overall capacity requirements, the facilities providing this capacity can be safeguarded against redevelopment for non-waste uses.

Waste recovery and land disposal capacity 8

8.12 The current situation regarding amounts of waste being generated in East Sussex and Brighton & Hove, existing waste management capacity, forecast waste arisings and the likely waste management capacity gap is examined in Information Paper 1 and is summarised in the Context section of this preferred strategy document. The question of whether residual waste from London should be disposed of in East Sussex and Brighton & Hove is considered further in a separate study ⁽³³⁾.

What are the options?

W2 – The need for additional waste recovery and land disposal capacity

W2a. The assumptions that are used to forecast how much capacity will be required in future should be based on the principle of planning for lots of flexibility. This would include high waste growth, low impact of waste minimisation and the need for more additional waste recovery and land disposal infrastructure (including land disposal capacity for waste from London) than other options, to ensure that the strategy is deliverable.

W2b. The assumptions that are used to forecast how much capacity will be required in future should be based on the principle of planning for some flexibility. This would include medium waste growth and impact of minimisation and the need for less additional waste recovery and land disposal infrastructure (including land disposal capacity for waste from East Sussex and Brighton & Hove only) than option W2a.

W2c. The assumptions that are used to forecast how much capacity will be required in future should be based on the principle of planning for only low-end capacity forecasts, on a strict 'plan, monitor, manage' basis. This would include low waste growth and a significant contribution from minimisation and the need for less additional waste recovery and land disposal infrastructure than W2b, including only planned capacity for the minimum amount of land disposal capacity required for waste from East Sussex and Brighton & Hove.

Preferred Option Selection

Preferred option - W2b

Reasons - This option allows some flexibility in the provision of locations, as required by national policy, but minimises the risk of over-provision of facilities that might arise under W2a and also the risk of under-provision or delayed provision that might occur under W2c. Evidence supports a view that it is not appropriate to plan for capacity for land disposal of waste from London.

8 Waste recovery and land disposal capacity

Spatial Policy

CS2 The Need for Additional Waste Recovery and Land Disposal Capacity

The Councils will identify a broad area of search within which the development of waste recovery facilities will be preferred. This broad area of search will guide the Councils' identification of a network of strategic location allocations for waste recovery in a separate Waste Sites allocations document.

The Councils will also identify strategic location allocations/areas of search for land disposal sites.

Land currently used for waste management will be safeguarded against development for non-waste uses.

Within the areas of search it is considered that there will be appropriate land that offers sufficient opportunities for the development of new waste recovery and disposal capacity that would be required to manage forecast waste arisings in East Sussex and Brighton & Hove to 2026, within a range that varies according to the success of waste minimisation measures.

The estimated strategic location requirements to meet the need for new capacity based on a range of growth and minimisation forecasts is set out in Table CS2. The network of strategic locations to be identified in the separate Waste Sites allocations document will comprise site allocations with sufficient land area to accommodate the facilities identified in table CS2 which effectively allows for contingency in the event that maximum growth forecasts are realised.

Waste growth and the effect of waste management measures will be monitored annually. The forecasts that are used to produce the facility requirement figures will be reviewed at least every five years and the figures in Table CS2 and the associated strategic location allocations will be revised if necessary. Planning permission for new recovery or disposal facilities will only be granted where there is need for the facility, in accordance with table CS2, within five years from the date of the planning application.

Table CS2 Strategic Location Allocation Requirements

Year		Recycling and Composting Facilities (cumulative No. of facilities / tonnes capacity)		Recovery Facilities (cumulative No. of facilities / tonnes capacity)		Cumulative Land Disposal Requirement (tonnes)
		Large Scale	Small Scale	Large Scale	Small Scale	
2016/17	Min	0	0	0	0	2.5 million

Waste recovery and land disposal capacity 8

Year		Recycling and Composting Facilities (cumulative No. of facilities / tonnes capacity)		Recovery Facilities (cumulative No. of facilities / tonnes capacity)		Cumulative Land Disposal Requirement (tonnes)
		Large Small Scale	Small Large Scale	Large Small Scale	Small Large Scale	
	Max	3 / 45,000 t.p.a.	1 / 45,000 t.p.a.	0	0	2.6 million
2021/22	Min	2-3 / 36,000 t.p.a.	0	0	0	3.4 million
	Max	7 / 105,000 t.p.a.	1-2 / 105,000 t.p.a.	1 / 34,000 t.p.a.		3.6 million
2026/27	Min	5 / 76,000 t.p.a.	1-2 / 76,000 t.p.a.	0	0	4.3 million
	Max	10 / 149,000 t.p.a.	2-3 / 149,000 t.p.a.	1/19,500 t.p.a.	0	4.6 million

Strategy for Implementation - see Appendix A

9 Waste management in accordance with the waste hierarchy

9. Waste management in accordance with the waste hierarchy

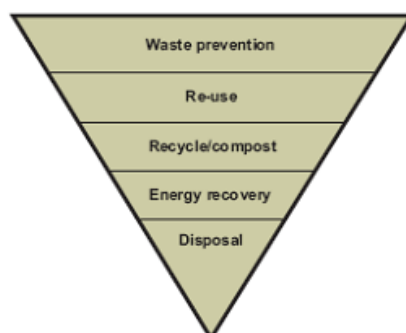
W3 – Meeting the need for new waste management capacity in accordance with the waste hierarchy

Summary of the issue

9.1 European, national and regional policy requires a shift away from landfilling waste towards increased recovery of value from waste by recycling, composting and energy recovery methods (collectively known as waste recovery), and sets targets for the degree of change required. To achieve this shift, more new recovery facilities are likely to be required, and the Core Strategy will set out the policies to ensure that the development of these facilities takes in suitable locations.

9.2 The need for new waste recovery capacity should be met using the most environmentally acceptable waste management methods practicable. The waste hierarchy⁽³⁴⁾ dictates choices on options, and regional and national policy sets different targets for an appropriate split between recycling/composting and overall recovery.

Figure 1 The Waste Hierarchy



9.3 A review of climate change impacts suggests that generally, moving waste up the hierarchy is consistent with reducing climate change impacts. As such, the Core Strategy could achieve an improvement in climate change performance through moving waste up the hierarchy. This is especially true where source separated organic wastes are digested / composted in such a way that useful energy can be generated⁽³⁵⁾.

9.4 Waste Strategy 2007 states: "Disposal of biodegradable waste to landfill results in emissions of methane, a powerful greenhouse gas which adds to global warming (currently about 3% of UK emissions). On the other hand, recycling waste and recovery of energy from it can preserve virgin materials and reduce the use of fossil fuels (so reducing greenhouse gas emissions)."

34 See National Waste Strategy (Waste Strategy 2007)

35 See Information Paper 9

Waste management in accordance with the waste hierarchy 9

Summary of national and regional waste targets

Waste Strategy 2007 (National Policy)

9.5 Targets for waste recovery and recycling in Waste Strategy 2007 are set out in Table 11 below:

Table 10 Waste Strategy 2007 Recycling and Recovery Targets

	Household waste recycling	Municipal waste recovery
2010	40%	53%
2015	45%	67%
2020	50%	75%

9.6 In addition Waste Strategy 2007 aims for a reduction of C&I waste to landfill of 20% by 2010 compared to 2004 levels and a reduction of C&D waste to landfill by 50% by 2012.

South East Plan (Regional Policy)

9.7 The South East Plan includes percentage targets for recycling and composting (Policy W6) and tonnage targets for the diversion of waste from landfill (Policy W5) and these are set out in tables 12 and 13 below. These tables show that South East Plan policy sets higher than national targets for overall recovery of MSW (except for 2010) and higher targets for recycling and composting for 2015 onwards.

9.8 For C&I and C&D waste, the South East Plan policy sets higher targets than national policy for overall recovery, and it also sets targets for the proportional contribution to overall recovery targets of recycling and composting. National policy does not set recycling and composting targets for these waste streams.

Table 11 South East Plan Policy W6 - Recycling and Composting Targets

Year	Municipal Solid Waste		Commercial and Industrial		Construction and Demolition	
	Mt/yr	%	Mt/yr	%	Mt/yr	%
2008	1.6	36	3.9	46	5.8	48
2010	1.9	40	4.5	50	6.1	50
2015	2.6	50	5.5	55	6.1	50
2020	3.1	55	6.4	60	7.3	60
2025	3.6	60	7.3	65	7.3	60

9.9 Although the South East Plan provides tonnage targets for landfill diversion it is possible to calculate equivalent percentage targets and these are reflected in the table below:

9 Waste management in accordance with the waste hierarchy

Table 12 South East Plan Policy W5 - Landfill Diversion Targets

Year	Municipal Solid Waste		Commercial and Industrial		Construction and Demolition	
	Mt/yr	% equivalent diversion (recovery)	Mt/yr	% equivalent diversion (recovery)	Mt/yr	% equivalent diversion (recovery)
2008	2.0	38.3	5.2	61.3	10.0	82.8
2010	2.5	46.3	5.8	64.4	10.1	82.8
2015	3.9	70.5	7.4	74.0	10.4	85.3
2020	4.7	81.7	8.7	81.6	10.7	87.9
2025	5.1	84.7	9.4	83.7	10.9	89.6

9.10 Generally speaking, in terms of providing enough infrastructure and putting in place the collection mechanisms required to meet high recycling/composting rates within the time frame specified, the South East Plan targets will be more of a challenge to achieve than national targets.

9.11 The achievement of the levels of municipal waste recycling suggested by the South East Plan are likely to be threatened by several factors including:

- The proportion of the waste stream that contains materials which are practicably recyclable.
- The practical ability of households living in compact accommodation e.g. Blocks of flats, to separate and store wastes for recycling.
- The degree of behaviour change required to ensure the separation of large quantities of recyclable wastes from the waste stream.
- Resource constraints.

9.12 Targets in the draft Brighton & Hove Municipal Waste Management Strategy are set out in Table 13 below. These targets reflect what is considered practically achievable in the Brighton & Hove area and envisage lower levels of recycling and composting but higher levels of overall recovery than the South East Plan targets. These targets also reflect the fact that the Councils have a contract in place for the management of municipal waste which is intended to ensure that facilities are developed to increase the recovery of MSW to 2031.

Table 13 - Draft Brighton & Hove Municipal Waste Management Strategy Waste Targets

Year	Recycling and Composting	Overall Recovery (diversion from landfill)
2012/13	32%	88.4%
2015/16	40%	95%

Waste management in accordance with the waste hierarchy 9

Year	Recycling and Composting	Overall Recovery (diversion from landfill)
2020/21	45%	98%

9.13 The 2006 East Sussex Municipal Waste Management Strategy states the councils of East Sussex will collectively aim to achieve at least:

- 45% recovery of MSW (recycling and energy recovery) by March 2009,
- 50% by March 2011
- 67% by March 2016

9.14 These targets were intended to be in line with the targets in the national waste strategy Waste Strategy 2000 which was subsequently in 2007.

9.15 In addition the Strategy aims for at least 33% recycling household waste by 2015/16 aiming for 40% recycling in line with the Waste Local Plan.

9.16 It should be noted that work on revising the East Sussex Municipal Waste Management Strategy is expected to commence in 2009.

9.17 There are several well established initiatives which will affect the diversion of all wastes from landfill. One of the most important of these is the government's Landfill Tax. This tax places additional costs on the landfilling of waste which are currently £2.50 per tonne for inert waste and £40 per tonne for all types of non-inert waste (increasing by £8 per tonne each year until at least 2013).

What can the Core Strategy do about this issue?

9.18 The waste hierarchy is a key part of national policy and not to consider its implementation would be an inappropriate option for the Core Strategy.

9.19 Consideration of this issue suggests that the Core Strategy should identify suitable land for the development of facilities that will contribute to meeting additional recycling and recovery of waste related to the amount of waste arising and the need to meet the targets in the Core Strategy (see section 9). Under consideration of Issue W4 (see section 10), it is established that the Core Strategy can help to meet Spatial Objectives by identifying a broad area of search within which locations can be identified which are suitable for the facilities that will play a major role in delivering the waste management capacity required. Work on site identification has considered whether suitable locations for different waste management options are available (36).

9.20 In considering the local approach to 'driving waste management up the waste hierarchy', consideration has to be given to the availability of locations that are suitable for the different generic waste management options of the hierarchy. For example, in East Sussex and Brighton & Hove, the amount of suitable land available for waste facilities (and other types of development) is severely restricted by a number of very locally specific constraints, such as:

36 See Site Identification Study, Scott Wilson, September 2009

9 Waste management in accordance with the waste hierarchy

- tightly-drawn boundaries to the main settlement areas defined by the sea and AONBs/proposed South Downs National Park
- the largely rural and un-developed nature of the remainder of the area,
- the very limited capacity of the road network and
- the almost complete absence of large-scale industrial areas.

9.21 This local situation suggests that consideration should be given to the (generic) development requirements of different waste management options in order to ensure, as far as possible, that suitable land is available for the different options. This matter is considered further under Issue W4.

9.22 It is considered that re-use and reprocessing facilities⁽³⁷⁾ (required as part of the implementation of the waste hierarchy) could be located on land identified by local planning authorities within East Sussex, and, Brighton & Hove in their Local Development Frameworks as employment land.

9.23 The options for how this might be achieved in practise, at the local level, are limited to consideration of an appropriate balance between recycling and composting methods and energy recovery methods (e.g. anaerobic digestion, thermal treatment technologies) which takes into account local factors. In considering such options, the Core Strategy should be consistent with national policy and in 'general conformity' with the South East Plan, which inherently allows local factors to be taken into account, when identifying the most appropriate option, by recognising that these factors will influence the appropriateness of applying regional targets at the local level. Local factors might include the fact that the types of waste generated in an area are more suitable for some types of recovery than others. For example, if there is a high proportion of catering waste within the C&I waste stream, technologies which maximise the high degradability of the waste stream (e.g. anaerobic digestion) might be more appropriate than those which accommodate other types of waste recovery technologies. Similarly, recognition of the fact that a large proportion of the area is rural in nature, might lead to a greater need for green waste composting facilities.

9.24 It is important to note that, other than making an expression of a preference for the generic waste management options that are defined in the upper tiers of the waste hierarchy, it is not an appropriate option for the Core Strategy to specify the technology that could be used to recover waste. This is because technology solutions must be delivered by commercial organisations and the choices on appropriate technologies will depend on a range of factors which include: the availability of evolving technology; performance; affordability, and; compliance with relevant environmental controls.

What are the Options?

W3 – Meeting need for new waste management capacity in line with the waste hierarchy

An appropriate balance between recycling and composting methods and energy recovery methods should be based on:

³⁷ reprocessing involves the processing of separated, or recycled materials into a secondary raw material e.g. smelting of waste glass into new glass.

Waste management in accordance with the waste hierarchy 9

W3a. Meeting regional targets for all types of waste.

W3b. Meeting national targets, but taking account of local factors to determine the most likely balance of requirements between waste management types and aiming towards extending national targets to meet regional targets where practicable.

W3c. Meet national targets for all types of waste.

Preferred Option Selection

Preferred option - W3b

Reasons - The Councils are now developing significant new facilities that will ensure increases in rates of recycling, composting and recovery of municipal waste. Other than for MSW recycling, there is little evidence to suggest that rates of recycling and recovery needed to meet the targets in the South East Plan could not be achieved (although understanding of the situation with regard to C&I waste is limited). The overall rates of diversion from landfill achieved by this option would be the same as those put forward by the Regional Spatial Strategy.

Spatial Policies

CS3 Meeting the need for new waste management capacity in line with the waste hierarchy

There will be an increasing preference for waste management activities higher up the waste hierarchy.

The Core Strategy will guide the development of such waste management activities by indicating the type of land that is preferred for meeting the (generic) development requirements of different waste management options in order to ensure that the targets below can be met.

As a minimum, proposals in the Plan area will form part of an integrated strategy for waste management and will contribute to meeting or exceeding the targets below.

Municipal Solid Waste

Year	Recycling (inc. Composting)	Recovery (inc. Recycling)
2015/16	45%	70%
2020/21	50%	82%
2025/26	55%	85%

9 Waste management in accordance with the waste hierarchy

Commercial and Industrial Waste

Year	Recycling (inc. Composting)	Recovery (inc. Recycling)
2015/16	55%	74%
2020/21	60%	82%
2025/26	65%	84%

Construction and Demolition Waste

Year	Recycling (inc. Composting)	Recovery (inc. Recycling)
2015/16	50%	85%
2020/21	60%	88%
2025/26	60%	90%

Strategy for Implementation - see Appendix A

Scale and distribution of strategic facilities 10

10. Scale and distribution of strategic facilities

W4 Distribution and scale of strategic waste recovery facilities

Summary of the issue

10.1 In order to meet the capacity requirements identified in Policy CS2 a number of strategic recovery facilities will be needed in East Sussex and Brighton & Hove. What constitutes a 'strategic' facility can vary in different plans depending on the spatial context, such as population size and amount of waste to be dealt with. For East Sussex and Brighton & Hove it means larger scale facilities that can process significant quantities of waste, similar to the Materials Recovery Facility at Hollingdean Depot in Brighton and the Energy Recovery Facility in Newhaven.

10.2 Because delivery of such facilities will be fundamental to implementing the spatial strategy, the Core Strategy must give a clear steer about where the facilities should go in broad terms⁽³⁸⁾. For this Core Strategy the approach will be to have broad areas of search. The areas of search will be tested following a sequential and logical approach using criteria from national and regional policy and the Sustainability Appraisal. The analysis includes checking whether there are potential site locations for facilities. Specific sites for recovery facilities within the areas of search will not be allocated in the Core Strategy. Instead the Core Strategy will set the framework for the preparation of a Waste Sites document at a later stage.

What can the Core Strategy do about this issue?

10.3 The Core Strategy can set out the broad areas of search for future strategic waste recovery facilities, and guide the content of a Waste Sites document. Locations for waste disposal are dealt with separately in Issue W6.

10.4 In developing this Preferred Strategy broad areas of search have been identified by first screening out areas with significant constraints as identified in national and regional policy (eg AONB/proposed National Park designations) and in the plan's vision and strategic spatial objectives, and then applying positive criteria to narrow down the areas of search, for example national policy indicates that previously-developed land⁽³⁹⁾ is generally more suitable for built waste facilities. The primary areas of search for strategic waste recovery facilities, as shown in Plan 3, relate closely to the main centres of population in the plan area (and therefore the main sources of the waste to be managed) along the coast. Further detail about the areas of search is set out in the Site Identification Study 2009⁽⁴⁰⁾.

10.5 The broad areas of search have been tested to see whether they are realistic and deliverable, that is to identify if there was potentially any land within them that might be suitable in principle for strategic recovery facilities, and how deliverable or developable those sites might be. This background work was based on the site selection principles established in national and regional guidance, such as protection of human health⁽⁴¹⁾. The process used a 'traffic light' system to identify which sites were potentially deliverable, based on the information available at that time. Although the background study is an important evidence source to inform the

38 Planning Policy Statement 12

39 As per the Planning Policy Guidance Note 3 definition

40 Site Identification Study, Scott Wilson, September 2009

41 See Site Identification Proforma in the Site Identification Study

10 Scale and distribution of strategic facilities

spatial strategy the consideration of sites within background studies does not represent any preference or determine whether a site should be allocated for waste development. The study is simply an initial indication of whether it might be suitable in principle for a built strategic facility and to identify key constraints which might affect delivery of a facility on the site in the event that it is later allocated in a Waste Sites document.

10.6 It is important that the Core Strategy gives a clear geographical steer as to where strategic facilities should be located in order to achieve the spatial strategy, without being unduly restrictive or inflexible⁽⁴²⁾. Within the broad areas of search, the preferred strategy is for waste management development to be located on industrial sites and in urban areas. However these opportunities are very limited within the spatial context of East Sussex and Brighton & Hove⁽⁴³⁾ and the assessment of potential sites within the primary areas of search has highlighted the limited availability of suitable land meeting the criteria. So in order to build flexibility and contingency into the plan to ensure that necessary facilities can be delivered through the spatial strategy, the areas of search were extended, in option W4e, to also include land on the edge of areas of search. Background work to test the deliverability of the spatial strategy has also considered a number of 'exception' sites that are outside of the primary areas of search such as sites which are currently allocated in the Waste Local Plan and have been deemed acceptable in principle by an Independent Inspector⁽⁴⁴⁾.

10.7 National guidance indicates that for strategic sites a specific allocation can be made in the Core Strategy where it is critical to the strategy's vision and objectives. The benefit of identifying sites, similar to the approach taken in the Waste Local Plan, is that it gives greater certainty for communities and the waste industry as to where development is most likely to take place. However it could also make the plan less flexible or able to accommodate change and therefore less deliverable. Flexibility is a key element of the new planning system and during consultation on the Issues and Options the waste industry highlighted it as being of particular importance in delivering necessary new facilities. On these basis, the Core Strategy will not include specific site allocations for built recovery facilities, or for wastewater treatment facilities (see Issue W7), however it will need to be more specific about locations for land disposal (see Issue W6). For built recovery facilities the Core Strategy will give a clear spatial steer about where in broad terms development should be directed to, which are the primary areas of search illustrated below, and then the details about any specific land or sites for facilities will be considered later on in a separate Waste Sites document. The Core Strategy will include criteria-based policy to guide decisions on proposed development beyond the areas of search.

10.8 Issue W2 considers the necessary capacity that the strategic facilities will need to deliver, and therefore the approximate number of facilities that will be needed. In general terms strategic recovery facilities in the local context of East Sussex and Brighton & Hove are likely to have the following characteristics:

- Built facilities with the waste management processes enclosed, although there may be some storage or sorting in outside areas.
- Relatively high throughput of 30,000 to 150,000tpa of waste⁽⁴⁵⁾

42 Planning Policy Statement 10

43 See chapter about Spatial Characteristics for more details of the characteristics of East Sussex and Brighton & Hove

44 See Site Identification Study 2009

45 Character of Strategic Waste Facilities study 2008

Scale and distribution of strategic facilities 10

- Requiring sites of more than 1ha
- Handling MSW, C&I or C&D ⁽⁴⁶⁾ waste streams for recovery. Waste types could include non-inert or inert wastes, and processes could be recycling and/or recovery.

10.9 Facilities for waste disposal and wastewater management are dealt with separately under Issues W6 and W7.

10.10 In line with national policy, the Core Strategy will not prescribe what type of waste technology should be used in the plan area however proposals should be consistent with movement up the waste hierarchy. The policies for Issue W4 and associated development control policies seek to encourage sites and areas for development of waste facilities that are in the upper tiers of the waste hierarchy and are therefore most likely to deliver the best climate change outcomes, whilst proposals for facilities at the bottom of the hierarchy (disposal) would need to demonstrate that the facility would not undermine the spatial strategy through prejudicing movement up the waste hierarchy.

What are the options?

W4 – The need for an appropriate distribution and scale of waste recovery facilities

W4a. A few large facilities locations linked to the main urban settlements

W4b. Many smaller facilities linked to main towns

W4c. Many smaller facilities located away from all settlements

W4d. A few large facilities located away from all settlements

W4e. Facilities of varying sizes in locations with good access to the strategic road network. If necessary, specific, identified, sites in AONB/intended SDNP could be allowed as contingency.

Preferred Option Selection

Preferred option - W4e

Reasons - This option gives maximum flexibility to accommodate changes in waste management practises/technologies and waste streams and ensure that the South East Plan capacity targets can be accommodated.

It also provides greater opportunity to deliver facilities at suitable locations during the plan period because it recognises that if the constraints are too narrow then otherwise-appropriate sites may be unnecessarily excluded.

⁴⁶ Although specific facilities for processing C&D waste may not be as large in scale as for MSW or C&I, it is considered to be a strategic issue because of South East Plan requirements for recycling C&D waste and so collectively they are important to the delivery of the spatial strategy

10 Scale and distribution of strategic facilities

Locations close to main urban settlements or main towns, as per Options W4a and W4b would be prioritised for sustainability reasons. However should those sites be undeliverable and it can be demonstrated that further capacity is needed then development could be allowed within the AONB/proposed South Downs National Park provided the sites met the criteria based policy.

Spatial Policies

CS4 Distribution and scale of strategic waste recovery facilities

The preferred approach for the distribution of strategic built recovery facilities is to manage waste close to where it arises which for the largest waste streams (C&D, C&I and MSW wastes) is the main urban settlements and main towns.

Plan 3 shows the primary areas of search which meet the plan's criteria for locating strategic recovery facilities. The Waste Sites document will be the means by which any specific sites for built recovery facilities are allocated.

Proposals for strategic recovery facilities within the primary areas of search would need to demonstrate:

- How the proposal fits with the sustainable approach to waste management, taking into account opportunities for treatment related to need within the levels of the waste hierarchy; and
- That they are proximate to the waste that the facility will manage; and
- That the site meets the locational criteria in CS5; and
- Development within the AONB/proposed SDNP will only be considered in the case of a contingency capacity being required, so those proposals must also demonstrate that there are no reasonably deliverable alternatives sites; and
- For facilities which generate energy, that the potential to make use of the heat (or if not possible then electricity) generated has been investigated; and
- Transport arrangements for delivering waste to/from the site are as efficient as possible.

Any proposals for strategic recovery facilities on sites that are outside of the primary areas of search identified in the Core Strategy will only be acceptable if it can be demonstrated that the site:

- is adjacent or close to the primary areas of search; and
- has an acceptable access route to the A-class road network; and
- that the site meets the criteria set out above.

All proposals for strategic recovery facilities will also need to meet general policy considerations as set out in the Development Control policies in the Waste and Minerals Core Strategy.

Area of Search identification criteria

Scale and distribution of strategic facilities 10

10.11 The following criteria were used to identify the broad areas of search, a separate table of criteria for sites is included under Issue W5.

Table 19 Primary Areas of Search Identification Criteria

Criteria	Characteristics
Close to waste arisings	Within 500m of settlements with a population of over 1000
Accessibility	Within 1km of an A-class road and/or within 500m of a railway
Sequential approach	Only areas with clay geology or other potentially suitable geologies
	Exclude areas of unstable land
Flood risk	Exclude flood zones 3a, and 3b
Away from houses	At least 250m from a settlement with a population of 1000 (the only exception to this will be where mineral voids are located within this buffer zone).
	At least 100m away from any individual dwellings
Environmental impacts	Areas 500m away from 'valued environments' (including AONB/National Parks, Heritage Coast, SPAs, SACs, RAMSAR, SSSIs, NNRs, World Heritage Sites, Scheduled Monuments, Conservation Areas, Listed Buildings, Registered Historic Battlefields, Ancient Woodland, Registered Parks and Gardens and Country Parks)
	Exclude source protection zones I, II, and III
	Exclude areas below the water table in any strata where the ground water provides an important contribution to river flow or other sensitive surface waters
Deliverable	Only areas with 25 or more hectares of unconstrained, consolidated land (ie that is not several small unconstrained areas joined by thin strips of unconstrained land).

10.12 Development Control policies will also be brought forward as part of the criteria-based approach to delivering strategic recovery facilities to ensure that there is no unacceptable impact on the following:

- Public amenity and health
- Highways and transport
- Water quality (surface water, groundwater, and coastal waters)
- Water resources (surface and groundwater)
- Flood risk
- Pollution control (air, land, and water)

10 Scale and distribution of strategic facilities

- Biodiversity/Ecology (including LNRs, SSSIs, SPAs, SACs, Ramsar sites)
- Geodiversity
- Archaeology/cultural heritage
- Landscape character (including AONB and proposed SDNP)
- Cumulative impact of facilities
- Greenhouse gas emissions and adaptation to climate change
- Energy consumption
- Safeguarding of existing and future facilities from encroachment or sterilisation by in-compatible land uses.

10.13 Also see CS2 for explanation about the phasing of development and the overall capacity that the Councils anticipate will be needed to 2026, and see CS5 for more detailed site suitability criteria for built waste facilities.

Strategy for Implementation - see Appendix A

Identifying the right type of sites 11

11. Identifying the right type of sites

W5 Identifying the right types of sites/areas for built facilities for the recycling and recovery of MSW, C&I and C&D wastes and minimising the impacts of those facilities on people and the environment

Summary of the issue

11.1 Alongside strategic facilities (Issue W4) it is likely that a network of smaller more dispersed built waste management facilities will also be needed to support them, for example for the reception and onward transfer/bulking up of waste or to directly serve the needs of particular local communities (see Issue W3 for further details). Collectively the smaller facilities are important to the Spatial Strategy because they are needed to support the larger strategic facilities. The Core Strategy needs to provide a spatial steer as to what kind of sites might be acceptable in principle for strategic facilities and non-strategic facilities, and to ensure that there are no unacceptable impacts either on people or the environment. This policy along with CS4 will then provide a clear framework to guide the preparation of a Waste Sites document, including specific allocations for key sites. Work is due to commence once the Core Strategy is adopted.

What can the Core Strategy do about this Issue?

11.2 In the Waste Local Plan there were different policy approaches for each type of facility however in providing a succinct Core Strategy in accordance with national guidance, specific stand alone policies for each technology are not appropriate. Instead, the spatial strategy for the location of facilities will be addressed partly through this policy and partly through cross-cutting Development Control Policies that will be prepared, the topics of which are outlined in Issue W4.

11.3 This policy sets out criteria for the kinds of sites and areas where new built waste management facilities should be located. The areas of search identified in CS4 are also consistent with the criteria in this policy, and the criteria will also guide the allocation of sites in the Waste Sites document.

What are the options?

W5 - Identifying the right types of sites/areas for different types of waste management facility and minimising the impacts of facilities on people and the environment: Options for strategic locations for waste management facilities other than disposal to land.

W5a - only on brownfield/previously developed land (including waste management sites) and in industrial areas, only within settlements

W5b - only on brownfield/previously developed land (including waste management sites) and in industrial areas, within and outside settlements.

W5c - (in addition to the sites meeting criteria of W5b) it is also acceptable in principle to locate waste facilities on Greenfield sites where it is part of identified growth areas, masterplan areas, urban extensions, or minerals sites

W5d - on greenfield sites generally, within or outside built-up areas

11 Identifying the right type of sites

W5 - Identifying the right types of sites/areas for different types of waste management facility and minimising the impacts of facilities on people and the environment: Options for strategic locations for waste management facilities other than disposal to land.

W5e - on brownfield/previously developed land (including waste management sites), land adjoining previously developed land or in industrial areas, and on greenfield sites which are part of major new or planned development (eg identified growth areas, masterplan areas, or urban extensions), or minerals sites

Preferred Option Selection

Preferred option - W5e

Reasons - This option is the most flexible and most likely to be deliverable. It combines the benefits of W5a and W5b, whilst also recognising that the criteria needs a degree of flexibility because certain circumstances, such as urban extensions, there may be significant sustainability benefits of greenfield locations although further work would be needed to clarify the deliverability of those sites.

It aims to steer development away from greenfield locations unless such locations can be demonstrated as being sustainable for the circumstances in which the facility would operate.

Design of facilities will also be significant in minimising any impacts on the environment (including climate change) and in protecting public amenity as set out in the Spatial Vision.

Spatial Policies

CS5a Sites for built facilities for recycling and recovery of MSW, C&I and temporary C&D facilities

The starting point for assessing acceptability of new proposals in terms of the impact on people and/or the environment, is the criteria set out in national and regional planning policies. The broad principles for locating new built waste management facilities is therefore to co-locate similar or related facilities on previously-developed sites in preference to non-designated greenfield locations.

To support delivery of facilities on the best sites then existing capacity at transfer stations and bulking facilities will be safeguarded where they help to minimise the impact of transport, particularly of bulky C&D materials.

Proposals will be considered giving priority to sites that are within the primary areas of search (policy CS4) and that meet the criteria in CS4. The following locational criteria will also be used for identifying sites for strategic built recovery facilities:

Identifying the right type of sites 11

Criteria	Characteristics
Previously-developed land	<p>Presumption in favour of (in order of priority):</p> <ul style="list-style-type: none"> • brownfield sites (including existing waste management sites); or • Industrial/employment sites identified for B2 use classes, or land adjoining brownfield sites (including existing waste management uses); or • On greenfield sites which are part of major new/planned developments ⁽⁴⁷⁾ eg identified growth or regeneration areas, masterplan areas, or urban extensions; or • Existing minerals sites
Appropriate planning status	<ul style="list-style-type: none"> • Sites should be allocated in Local Development Framework for waste management or employment (B2) use
Traffic and access	<ul style="list-style-type: none"> • Potential for rail or sea transport; and/or • Well related to the existing (or proposed) road network, and access suitable (or could be improved) for HGVs. • Local congestion issues/road capacity.
Communities	<ul style="list-style-type: none"> • Acceptable distance to nearest residential buildings • Acceptable distance to nearest sensitive receptors, existing or proposed eg schools, hospitals, tourist attractions, sensitive business uses, airfields. • Visual impact
Physical constraints	<ul style="list-style-type: none"> • Potential conflicts with national or international policy designations • Potential conflicts with local policy designations eg AQMA, major development allocations • Potential engineering constraints eg water courses
Nature conservation	<ul style="list-style-type: none"> • Potential impact on international or nationally-designated sites • Potential impact on international or nationally-protected species on site. • Potential to enhance the environmental interest of site

47 Facilities that produce energy and/or heat from biological or thermal treatment can enable use of the heat and/or energy locally and bring benefits for the community and this should be considered at early stages of planning for such areas of development

11 Identifying the right type of sites

Criteria	Characteristics
Co-location potential	<ul style="list-style-type: none"> Potential for co-location of waste management facilities and/or complementary facilities
Heat and/or power generation (not applicable to all technology types)	<ul style="list-style-type: none"> Potential for capture and use of heat and/or energy generated during processing of waste

Exceptions -Proposals for small scale facilities within the AONB/proposed SDNP may be appropriate if the above criteria and relevant national/regional policies are satisfied.

CS5b Sites for open air composting and for permanent open air C&D recycling

Proposals for facilities for open air composting and for permanent open air C&D recycling should give priority to locations in accordance with the criteria in CS5a. However with a higher potential for noise, odour, or dust nuisances from the process than for enclosed built waste facilities then it is unlikely that proposals for these types of facilities will be supported in locations within 250m of workplaces or communities.

Please note that the following types of waste which have very specific locational requirements are dealt with under separate issues: waste water (see Issue W7), waste for land disposal (Issue W6), and hazardous waste (Issue W8).

Core Strategic Policies

CS5c Design and operation of waste facilities to mitigate the greenhouse gas impacts of new waste development facilities

Proposals must demonstrate how the design of the facility has taken into account the need to minimise greenhouse gas emissions over the facility's life-cycle, including:

- Demolition (as appropriate);
- Construction;
- Operation; and
- Decommissioning.

The construction of facilities should, where possible, make use of recycled materials. This applies both to aggregates and other materials. The aim should be to ensure minimum requirements for greenhouse gas emissions over the life-cycle of the facility consistent with fitness for purpose of the materials.

Construction of facilities should demonstrate regard to reducing energy use and efficient use of energy.

Identifying the right type of sites 11

Proposals should demonstrate that during operation of the facility:

- energy (including heat) will be sourced from renewable sources where possible (this does not have to be on-site provision);
- where energy is generated from the processing of waste then proposals should demonstrate that provision has been made for on-site generation of renewable energy (electricity and/or heat) and, where this is not possible, it should be demonstrated why it is not appropriate. On-site generation of energy should not prejudice the movement of waste up the hierarchy;
- Where possible the facility will make use of decentralised sources of renewable energy (electricity and heat) available nearby;
- Any waste materials arising from operational processes should be minimised, and where they arise they should be dealt with in line with the waste hierarchy unless there are compelling reasons why this should not be the case. Any materials that are required to be disposed of should be sent to the nearest appropriate disposal facility.

Opportunities for managing waste on-site should be maximised subject to these choices not compromising the movement of waste up the hierarchy.

Please note that policies to protect general amenity and environmental considerations will be included in development control policies, see Issue W4 for further details.

Strategy for Implementation - see Appendix A

12 Scale and distribution for land disposal facilities

12. Scale and distribution for land disposal facilities

Issue W6 - The need for an appropriate distribution of land disposal facilities for residual waste: options for strategic locations for land disposal facilities.

Summary of the issue

12.1 Landfill capacity in East Sussex and Brighton & Hove is running out. There is an immediate and continuing need for significant disposal capacity, for waste generated in East Sussex and Brighton and Hove, in the absence of new facilities to divert waste from landfill. There will also be an on-going requirement to dispose of residues from recycling and reprocessing facilities that can't be recovered.

12.2 The Core Strategy must consider where new land disposal capacity should be located, taking account of where waste that needs to be disposed of is generated, and the specific local environmental, social and economic impacts of land disposal at particular locations.

12.3 Decisions about where new land disposal capacity should be located will be influenced by the amount of waste that is forecast to require disposal and the potential capacity of sites or areas that could be suitable, i.e. how many of these sites will be needed and where should they be.

12.4 As described in the Context section and under Issue W2 of this preferred strategy there is currently no landfill capacity for non-inert (biodegradable) wastes. Permission exists for some landfill at Pebsham but is dependent on other authorisations which have not yet been secured. If implemented this would provide overall capacity for approximately only one year's total non-inert land disposal requirements. There are significant geological and environmental constraints to finding suitable new sites for final disposal in East Sussex and Brighton & Hove and there are very few potentially suitable old mineral quarries that could be restored by landfilling with waste.

12.5 Broadly speaking, there are two options for types of potentially suitable land disposal sites; landfill and landraise. Traditionally, disposal to land has involved the restoration of old mineral quarries by landfilling with waste. Such locations would need to have suitable geological conditions, acceptable standard of access for HGVs, and lack of other environmental constraints. There are very few such locations in East Sussex and Brighton & Hove. Opportunities for landfilling are restricted to existing mineral sites, and the location of these sites is not necessarily compatible with the main areas of waste arisings in East Sussex and Brighton & Hove, and the locations of such sites may not be compatible with modern environmental protection policy and may therefore not be suitable for land disposal, which can have different impacts to minerals extraction.

12.6 Landraising is an alternative solution that involves depositing waste above existing land levels using engineered containment methods. Because this method is not restricted to pre-existing quarries, decisions on the location of landraising sites can take greater account of proximity to the main areas of waste arisings and the local environmental suitability of potentially acceptable sites or areas.

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What can the Core Strategy do about this?

12.7 The Core Strategy can identify sites, and, broad areas of search within East Sussex and Brighton & Hove that can provide suitable capacity for land disposal and guide the content of a Waste Sites document.

12.8 Broad areas of search could be restricted to existing mineral extraction sites or could include areas that are potentially suitable site locations for landraising. The selection of a preferred option will be influenced by the amount of capacity required and the suitability of existing mineral extraction sites or landraising locations.

12.9 The Core Strategy can also take account of the factors established in regional and national planning policy that determine the suitability of sites or areas for land disposal. These factors, summarised below, include environmental, social and economic constraints and the geographical relationship between a site and where the majority of waste for disposal to land is generated.

12.10 Factors affecting the identification of strategic locations of Land Disposal Sites:

1. Environmental Constraints

- Impact on water resources including surface watercourses (rivers, streams etc.), groundwater and reservoirs;
- Areas at risk of flooding;
- Unstable areas of land;
- Impact on designated landscapes, particularly those of national importance (AONB, National Park, Heritage Coasts);
- Impact on areas which are important for nature conservation including Special Protection Areas, Special Areas of Conservation, RAMSAR Sites, Sites of Special Scientific Interest, National Nature Reserves;
- Impact on areas which include particular historic environments and built heritage. These include World Heritage Sites, Scheduled Ancient Monuments, Conservation Areas, Listed Buildings, Registered Historic Battlefields, Ancient Woodland and Registered Parks and Gardens.

2. Presence of mineral void or existing disposal site

- The restoration of a worked mineral quarry, or the extension of existing disposal sites, can offer particular opportunities.

3. Proximity to waste arisings, i.e. urban areas

- PPS10 states that planning authorities should prepare planning strategies that provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities. Proximity to waste arisings, or major facilities that produce residual waste for disposal, is therefore a key locational principle.

4. Proximity to transport networks

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- This improves road safety, and reduces nuisance, impact on local amenity, and reduces costs of providing infrastructure, as well as operating costs.
5. **Proximity to Communities**
- Sites in or near communities can have adverse environmental impacts, such as road congestion, nuisance and impacts on amenity from noise, litter, odour etc, if these impacts are not managed effectively.
 - There can be local economic/employment benefits.
6. **Affordability** - viability factors also need to be considered in selecting locations for land disposal facilities. These include:
- Economies of scale;
 - Costs of transporting waste (affected by proximity to waste arisings and transport infrastructure);
 - Site development costs - these will be affected by whether additional infrastructure is needed to access the site, as well as land costs.

What are the options?

Issue W6 – The need for an appropriate distribution of land disposal facilities for residual waste: options for strategic locations for land disposal facilities.

W6a. Identify and allocate Land Disposal Sites which are located avoiding:

- Water Resources
- Valued Environments

This option considers strategic locations for land disposal sites that are:

- Away from Environment Agency groundwater protection zones I, II and III, below the water table in any strata where the groundwater provides an important contribution to river flow or other sensitive surface waters and on or in a Major Aquifer;
- 500 metres away from valued environments.

W6b. Identify and allocate Land Disposal Sites located at existing disposal sites, or at minerals voids.

This option considers all existing land disposal sites (for inert, as well as non-inert waste) and voids created by mineral workings (i.e. quarries) and is not constrained by consideration of environmental designations or proximity to communities.

W6c. Identify and allocate Land Disposal Sites located at existing disposal sites, or at minerals voids, avoiding:

- Water Resources
- Valued Landscapes

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This option considers all existing land disposal sites (for inert, as well as non-inert waste) and quarries that are:

- Away from Environment Agency groundwater protection zones I, II and III, below the water table in any strata where the groundwater provides an important contribution to river flow or other sensitive surface waters and on or in a Major Aquifer;
- 500 metres away from valued environments.

Certain strategic locations for Land Disposal Sites, or sites within these locations, may be preferred due to their proximity to waste arisings. The following options are intended to reflect this:

W6d. Allocation locations for Land Disposal Sites proximate to waste arisings in preference to those which are greater distances from areas of waste arisings.

W6e. To account for the possible importation of residual waste for Land Disposal, allocate locations for Land Disposal Sites proximate to the borders of the Plan Area in preference to those which are greater distances from the borders.

W6f: Export of waste for disposal elsewhere.

This option would propose that waste is exported for disposal to land facilities outside the Plan area.

12.11 The Land Disposal study⁽⁴⁸⁾ sets out further details about these options and includes the accompanying maps which illustrate how the options translate spatially.

Preferred Option Selection

Preferred option - The preferred option is a combination of W6a, c and d

Reasons - Options for the spatial location / distribution of land disposal facilities and the relative merits of prioritising existing land disposal sites and mineral voids, or allowing land disposal (landraising) on greenfield sites, have been considered. Spatial relationships between such sites and areas of arisings have also been evaluated. National policy would indicate prioritisation of mineral voids, in preference to developing landraising facilities on greenfield sites. The assessment also indicates a preference for sites that are closer to areas where waste arises.

The Waste Local Plan currently allocates Ashdown Brickworks as potentially suitable for Landfill. Ashdown Brickworks offers a substantial mineral void close to one of the major urban areas of waste arisings in East Sussex and Brighton & Hove. Notwithstanding this, it is clear that the development of the Ashdown Brickworks site for landfill would involve the need to overcome a number of environmental and operational constraints. Further, the potential capacity of Ashdown Brickworks would need to be established in more detail than at present to demonstrate soundness of the Core Strategy. In timing terms, this site is also

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unlikely to fulfil all the necessary requirements. Therefore primary areas of search have been identified that might offer opportunities for the development of a landraise site within them (see Plan 4). This will be investigated further.

Regarding London's waste, the report on London's Waste ⁽⁴⁹⁾ concludes that waste is not likely to be travel from London or the surrounding areas and there is no spare land disposal capacity in East Sussex and Brighton & Hove. Spatially, if London's waste were to be transported to East Sussex and Brighton & Hove it would have to go to sites with good access to the main road network. The areas close to London are generally in the AONB and therefore unlikely to offer suitable opportunities for the development of Land Disposal facilities.

Sites further afield into East Sussex and Brighton & Hove would probably be uneconomic to cater for London's waste and waste would most likely have to traverse the AONB to reach them.

Given the constraints on capacity, the timing to bring forward sites, and their poor proximity to London, it is not considered appropriate for East Sussex and Brighton & Hove to provide for the landfill provision for waste from London as per policy W4 of the South East Plan which would negate the need to meet the specific provision identified in policy W3 of the South East Plan.

Spatial Policy

CS6 The need for an appropriate distribution of land disposal facilities for residual waste in suitable locations

Subject to further study and consultation on the Preferred Strategy, development to meet the need for capacity for the land disposal of non-hazardous non-inert waste would be permitted at either alternative suitable mineral voids or locations that could accommodate landraising facilities.

Suitable locations would need to demonstrate that they are acceptable in terms of other policy considerations and should meet all of the following criteria.

- They are within the brownfield/mineral sites or greenfield/primary areas of search identified on Plan 4.
- There is no unacceptable impact on the environment or communities.
- There is good access to the main areas of waste arisings. (Only waste generated in East Sussex and Brighton & Hove will influence the location of land disposal facilities.)
- Recovery of energy from landfill gas is maximised.
- There is a comprehensive scheme of restoration and aftercare which makes a positive contribution to the local landscape character.
- Where appropriate, temporary on-site facilities are included for the recovery of waste which can be managed further up the waste hierarchy

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Strategy for Implementation - see Appendix A

13 Wastewater management

13. Wastewater management

Issue W7 - Wastewater and sewage sludge treatment

Summary of the issue

13.1 Management of wastewater and sewage sludge is a very specific aspect of waste planning. The need to maintain and improve water quality is being driven by European Directives.

13.2 The amount of capacity needed in the period up to 2026 to treat wastewater and sewage sludge depends very much on the level of future housing and other developments and their locations. Major regeneration proposals or large-scale housing development for example may require existing sewage treatment works to be expanded or possibly even new sites developed.

13.3 The capacity of wastewater treatment works is determined not only by the physical size of facilities (volumetric and processing capacity) but also by the environmental capacity of receiving waters to cope with effluent releases. Measures to increase water efficiency in new homes often reduce the volume of wastewater generated so in theory freeing up some capacity at existing works. However water-saving measures can also result in an increase in the concentration of sewage thereby reducing the biological capacity of the works with little net gain in overall capacity.

13.4 There is currently sufficient capacity (subject to completion of the Brighton & Hove wastewater treatment works at Peacehaven), to treat wastewater in East Sussex and Brighton & Hove to meet statutory requirements⁽⁵⁰⁾ but in some parts of East Sussex and Brighton & Hove there is little spare capacity to accommodate any significant increase in the amount of wastewater associated with the number of houses required by the South East Plan. There is scope to extend and/or increase the capacity of some wastewater treatment works, but a significant shortfall in capacity is anticipated in the Wealden area regarding the wastewater treatment works at Hailsham North and Hailsham South and this is likely to be a significant constraint on future development in that area. Therefore some strategic scale investment will be required in terms of the Hailsham wastewater infrastructure in order to service the new development proposed in that area.

13.5 There is currently adequate capacity for sewage sludge treatment and disposal within the East Sussex and Brighton & Hove areas, although Southern Water may need to explore alternative options in the future. This is because commercial pressures have led to major retailers restricting the use of sewage sludge fertiliser on crops intended for supermarkets, which may reduce the future disposal capacity of agricultural land.

What can the Core Strategy do about this issue?

13.6 The Core Strategy can identify where in East Sussex and Brighton & Hove development of strategic wastewater treatment works are likely to be needed, and considers the broad options in terms of location which may be new facilities or extensions to existing facilities. The Councils have worked very closely with the water company (Southern Water) and the District/Borough Councils covering East Sussex and Brighton & Hove to find the best way to address these issues in the Core Strategy.

Wastewater management 13

13.7 The choices about potential locations for new wastewater treatment works are more limited than for other types of waste sites. Treatment works need to be close to the areas they serve because the further water has to be pumped then the more expensive it is, and also close to a suitable watercourse into which the treated water can be discharged. This also has to be balanced with environmental constraints particularly the capacity (physical and environmental) of receiving waters as well as impacts on residential areas.

13.8 An estimated growth of up to 11,000 additional households for South Wealden may need to be accommodated at wastewater treatment works in the Hailsham/Polegate area depending on the Wealden District Council Local Development Framework proposals. However the current Hailsham North and South works cannot accommodate growth of more than 5,300 in total. (In the options the works have been considered as one because of the potential to transfer flow between them.)

What are the options?

Options for wastewater:

Options for the whole of Hailsham

Option W7a: Construct a new outfall to transfer additional flows from new housing to discharge to the sea via a long sea outfall, thereby theoretically allowing for an increase in consented Dry Weather Flow from the works;

Option W7b: Construct a single new works to replace Hailsham North and South, at a location to be confirmed, which discharges to the River Cuckmere upstream of Arlington Reservoir. (The Cuckmere has been selected as a suitable alternative discharge location as the river catchments to the east of Hailsham are too small and unlikely to provide adequate dilution of discharged effluent. Discharging upstream of the South East Water abstraction point at Arlington would have water resources benefits, although would require the discharged wastewater to be treated to a higher standard to meet drinking water requirements);

Option W7c: Construct a single new works to replace Hailsham North and South, at a location to be confirmed, which discharges to the River Cuckmere downstream of Arlington Reservoir. (This would theoretically allow for more relaxed discharge standards to be applied to the effluent, although there would be no water resource benefits as the discharged water would effectively be lost from the catchment);

Option W7d: Construct a new works to replace Hailsham North and South, at a location to be confirmed, which discharges to the sea via a long sea outfall;

Option W7e: Relocate the outfall from the existing works to discharge to the River Rother, the only other major watercourse in the area.

Options for sewage sludge

13 Wastewater management

Option W7fh: Southern Water operate a sludge treatment facility at Hastings, however due to planning permission constraints on the number of permitted vehicle movements this facility does not currently operate at full capacity. Proposals have been put forward to improve the transport conditions in the Hastings area, which would alleviate traffic and air quality issues and possibly allow for increased utilisation of the works;

Option W7gi: Southern Water are exploring the option of constructing a new Energy from Waste (EfW) plant in the SWS area, for the thermal treatment of waste with energy recovery.

13.9 It should be noted that although all reasonable options were identified, options W7d and W7e were dismissed on the grounds of cost; to replace the works and construct a new long sea outfall would be considerably more expensive than either of the options separately and to discharge to the River Rother would involve pumping over a greater distance than to discharge to the River Cuckmere. Ofwat requires that Southern Water considers the most cost-effective options for works improvements and therefore only options W7a/b/c have been considered in detail as realistic, deliverable options.

Preferred option for wastewater - combination of W7a/b/c

Reasons - There is no single preferred option for the capacity shortfall at Hailsham. Either option of constructing a new outfall from the existing works or building a single new works to replace Hailsham North and South may be feasible. Options W7a/b/c would each solve the current capacity shortfall, which is caused by the constraint of the water quality issues in the receiving watercourse, the Horse Eye sewer. However W7a/b/c could also each cause further issues, most obviously on the Pevensey Levels and the River Cuckmere.

The preferred option for Hailsham should be a policy identifying the need for capacity and criteria on site location and environmental constraints. This will allow both options to be assessed further when information is available and it will avoid being prescriptive and allow delivery partners to put options forward. Any such policy should be developed in conjunction with the relevant stakeholders including the District Council and most notably Southern Water, which is carrying out its own investigation into the available options. Consultation with the EA and Natural England is essential, along with discussions with other stakeholders (to be identified at a later date).

Preferred option for sewage sludge - not able to identify at this stage

Reasons - At this preliminary stage it is not possible to fully assess the two options to determine the preferred option. It is therefore recommended that for sewage sludge treatment and disposal, the preferred option should be to include a general policy identifying the need for extra sewage sludge treatment capacity in the area. The policy should also include criteria to be used in identifying potential locations for the location of new capacity as well as key environmental constraints to be considered. This should guide the content of Waste Sites document.

Wastewater management 13

Spatial Policies**CS7 Wastewater treatment works capacity and sewage sludge treatment capacity**

There is an identified need (subject to the Wealden District Council Local Development Framework) to provide additional wastewater treatment works capacity in the Hailsham area in the period up to 2026.

Proposals for works should demonstrate how they are consistent with the any of following spatial options:

- Construction of a new outfall to transfer additional flows from new housing to discharge to the sea via a long sea outfall, thereby theoretically allowing for an increase in consented Dry Weather Flow from the works;
- Construction of a single new works to replace Hailsham North and South, which discharges to the River Cuckmere upstream of Arlington Reservoir. Discharging upstream of the South East Water abstraction point at Arlington would have water resources benefits, although would require the discharged wastewater to be treated to a higher standard to meet drinking water requirements;
- Construction of a single new works to replace Hailsham North and South, which discharges to the River Cuckmere downstream of Arlington Reservoir. This would theoretically allow for more relaxed discharge standards to be applied to the effluent, although there would be no water resource benefits as the discharged water would effectively be lost from the catchment.

Identification of potential sites will be informed by the following factors (in addition to general criteria relating to protection of amenity and the environment):

- proximity to Hailsham (or new treatment works) and location of exiting infrastructure because pumping over distances greater than 10 km from Hailsham are unlikely to be economically viable; and
- the required discharge location (only sites within a maximum distance of 1 km from the River Cuckmere are likely to be deliverable).

There is also an identified need for additional sewage sludge treatment capacity in the period up to 2026.

Appropriate sites for both types of facilities will be considered in more detail in the Waste Sites document.

Strategy for Implementation - see Appendix A

14 Hazardous Waste

14. Hazardous Waste

Issue W8 - Hazardous Waste arisings need to be managed

Summary of the issue

14.1 The management of Hazardous Waste is identified as a strategic regional issue in the South East Plan. The South East Plan acknowledges that legislative and other drivers relating to the definition and management of hazardous waste have changed as a result of the implementation of both revised European and UK law and this has affected the level of management capacity available for such wastes.

14.2 The strategic importance of managing hazardous waste arising in East Sussex and Brighton & Hove is also acknowledged in the current Waste Local Plan and the Issues and Options (2008) consultation document.

14.3 Information Paper 7 shows that arisings of certain types of hazardous waste exceeds the existing capacity within East Sussex and Brighton & Hove for managing hazardous waste in the following key areas:

- Land disposal capacity for hazardous wastes;
- landfill capacity for Stable Non-Reactive Hazardous Wastes (SNHRW) arising from construction and demolition (mainly bonded asbestos);
- treatment capacity (including thermal treatment) for healthcare wastes;
- treatment capacity (including thermal treatment) for oil wastes;
- treatment capacity for contaminated soils arising from construction and demolition;
- treatment capacity for fly ash and, if necessary, bottom ash arising from the operation of the Newhaven Energy Recovery facility
- transfer of hazardous waste.

14.4 However, a significant quantity of organic chemical, WEEE and battery waste streams are imported into the East Sussex and Brighton & Hove for recycling and reuse and hence such recycling and reuse capacity is considered adequate. This import of hazardous waste is considered to be of regional significance and currently, overall, more hazardous waste is imported for management in East Sussex and Brighton & Hove, than is exported (imports are mainly managed at two facilities, one in Lewes and one in Rye). It should be noted that, while imports exceed exports, a similar range of waste streams are exported from East Sussex and Brighton & Hove for recovery and reuse elsewhere in the UK.

What can the Core Strategy do about this issue?

14.5 Where obvious capacity gaps have been identified, the Core Strategy could promote the development and safeguarding of facilities within East Sussex and Brighton & Hove to manage hazardous wastes in the particular areas set out above. This is considered further as follows:

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Hazardous wastes – landfill capacity

14.6 Evidence regarding the current levels and types of hazardous waste being exported to landfill does not support the development of dedicated hazardous waste landfill capacity within East Sussex and Brighton & Hove. The establishment of such a facility, that would only be viable if it was of such a scale that it accepted imported waste (thus contributing to the needs of the South East region), is considered unlikely in view of sub-optimal geology of the area, poor transport from centres of production and the limited opportunities for land disposal generally (considered under Issue W6).

C&D waste - SNRHW landfill capacity

14.7 C&D waste streams are currently exported to existing non-hazardous landfill sites outside of East Sussex and Brighton & Hove. The development of a cell for the disposal of such wastes will be restricted to wherever a landfill exists or may exist in the future, and will therefore be underwritten by a combination of geology and appropriate transport links. The lack of obvious opportunities for the development of such sites in East Sussex and Brighton & Hove has already been identified in Issue W6 as an issue.

Healthcare Wastes – treatment capacity

14.8 Healthcare wastes are currently exported from the Core Strategy area. The development of new treatment capacity (including thermal treatment technologies) within the Core Strategy area would ideally be located at, or close to, one of the main hospitals in East Sussex and Brighton & Hove. The Energy Recovery Facility being constructed in Newhaven could only be used to treat Healthcare wastes if the PPC permit allows this.

Oil wastes – treatment capacity

14.9 Oil wastes are primarily being exported at present to outside of East Sussex and Brighton & Hove. Like healthcare wastes, there is sufficient evidence to support the development of new capacity for the treatment (including thermal treatment technologies) of such waste. Ideally new capacity would be located close to one of the main areas of production, ie. In the east and/or in the centre of the Core Strategy area.

C&D waste - treatment capacity

14.10 There is sufficient evidence to support the development of treatment capacity in relation to C&D waste streams (i.e. contaminated soils); it is likely that such capacity would be delivered via mobile treatment plant that could be moved close to the source of production.

ERF Residues - treatment and disposal capacity

14.11 If bottom ash needs to be treated as hazardous waste, it is possible that any development of a facility to manage future ERF residues from the Newhaven ERF (e.g. secondary aggregate production) could offer an opportunity for combining the treatment of C&D wastes. Such a facility would ideally be located in close proximity to the Newhaven plant and, like similar facilities elsewhere in the UK, new capacity would ideally be developed alongside a facility for the land disposal of SNRHW at a single integrated site.

14 Hazardous Waste

14.12 Flyash residues from Energy Recovery Facilities would be produced in small quantities, such that the development of a facility for their management in East Sussex and Brighton & Hove is unlikely to be viable. Such wastes are therefore most likely to be exported from the Core Strategy area for management at a regional or pan-regional facility.

Hazardous waste - transfer capacity

14.13 In 2007 around 80% of the hazardous waste transfer capacity in the Core Strategy area was identified as being in use. However, as other transfer capacity in East Sussex and Brighton & Hove was significantly under-utilised in 2007 it may be possible to convert some of this capacity into hazardous waste transfer capacity and/or extend existing hazardous waste transfer facilities. The location of any new hazardous waste transfer facility should be considered in line with the 'proximity principle' so that transport impact can be minimised.

14.14 It should be noted that, while imports exceed exports, a similar range of waste streams are exported from East Sussex and Brighton & Hove for recovery and reuse elsewhere in the UK and it is therefore considered important to promote the release of the current capacity within the Core Strategy area for the management of such exported waste streams where possible.

What are the options?

Issue W8 - Hazardous Waste arisings need to be managed
W8a - All hazardous waste arising should be managed within the Core Strategy area
W8b - Hazardous waste should be managed according to market supply and demand
W8c - East Sussex and Brighton & Hove should manage its hazardous waste arisings and make a contribution to the management of arisings in the South East region on a basis of net self sufficiency

Preferred Option Selection

Preferred option - W8c

Reasons - It is not appropriate for hazardous waste management capacity to be developed for every type of hazardous waste arising in East Sussex and Brighton & Hove as such capacity is unlikely to be commercially viable due to the small quantities involved. In such cases it is better for the waste to be exported to existing facilities, or to areas where it makes more commercial sense for such a facility to be developed due to its proximity to a larger quantity of such arisings. However, where it is considered viable, the development of hazardous waste management capacity should be promoted in order to comply with the principles of ensuring that waste is managed close to its source and within the community of its production. In addition, existing facilities within East Sussex and Brighton & Hove which make a regional contribution to the management of hazardous waste should be safeguarded in order to avoid an unequal burden of hazardous waste management being placed on other areas.

Spatial Policies

CS8 Managing hazardous wastes

Existing capacity for the management of hazardous waste, including for imports should be safeguarded and the development of the following types of hazardous waste management capacity within East Sussex and Brighton & Hove should be promoted:

- Land disposal capacity for Stable Non-Reactive Hazardous Wastes (SNHRW) arising from construction and demolition (mainly bonded asbestos);
- treatment capacity (including thermal treatment) for healthcare wastes;
- treatment capacity (including thermal treatment) for oil wastes;
- treatment capacity for contaminated soils arising from construction and demolition;
- treatment capacity for any bottom ash considered to be hazardous arising from the operation of the Newhaven Energy Recovery facility;
- transfer of hazardous waste.

Support for proposals will be subject to the need to ensure the protection of the environment and communities of East Sussex and Brighton & Hove and that waste is being managed in a place that is appropriately related to its point of production.

Any proposals for the development of capacity for managing imported hazardous waste would generally not be supported unless it can be shown that the resulting overall hazardous waste management capacity utilised for imports does not exceed the quantity of hazardous waste exported from the Core Strategy area.

Strategy for Implementation - see Appendix A

15 Sustainable management of minerals

15. Sustainable management of minerals

M1 The need to adopt a sustainable, efficient, hierarchical approach to managing and using minerals where practicable in East Sussex and Brighton & Hove

Summary of the issue

15.1 Mineral extraction has an environmental effect that may be direct in terms of land use and environmental impact, or secondary in terms of emissions, energy consumption and transport. The consumption of non-primary minerals is therefore usually seen as more sustainable than primary aggregate production. The spatial strategy aims to reduce the overall dependence on primary resources by facilitating the production and use of alternatives within the East Sussex and Brighton & Hove and then limiting the release of primary materials.

15.2 Minerals Policy Statement 1 (Annex 1 paragraph 2.1) and the South East Plan require the Plan to adopt a hierarchical approach to the consumption of primary minerals. Secondary and recycled materials should take priority over primary production. In terms of marine aggregates, extraction is viewed more favourably than land-won production.

15.3 While there is a need to continue to move away from the use of primary mineral sources (eg sand or gravel that is used for the first time), and increase the use of alternatives (eg recycled aggregates, or substitute materials) it is necessary that flexibility is factored into the assessment. This is because the amount, type and specification of secondary materials are not uniform, and therefore can be less reliable than primary sources. Not all primary minerals can be replaced by alternatives and relative distribution can affect sustainability. The utilisation of alternatives is therefore limited.

What can the Core Strategy do about this issue?

15.4 Historically, the policies of the mineral development plan have concentrated on supporting general commercial needs by the release of primary reserves when required. The adoption of sustainable development as a core policy requires the Core Strategy itself to adopt a broader approach to delivering change.

15.5 The landbank requirements for primary minerals in tonnage and equivalent years of output is dictated by the South East Plan and national minerals policy. The Core Strategy is required to deliver the spatial element on a local basis. The Core Strategy can therefore either rely on industry to meet market demands for both primary and alternative aggregate resources or it can make a proactive approach to support change by approving alternative methods of production. A more proactive approach could be delivered through the application of both land use policy and broader public engagement. Sustainable development and spatial planning are key elements of Planning Policy Statement 12. A programme of collaborative promotion of alternative mineral sources through local, regional and national strategies and initiatives, accords with Planning Policy Statement 12 (paragraphs 1.5 and 1.6) and can be a stimulus to delivering sustainable development.

15.6 The production of recycled aggregates and alternative sources is also an issue to be addressed directly within the waste policies of the Core Strategy. Primary mineral extraction within East Sussex and Brighton & Hove has traditionally included chalk, brick clay, gypsum, and sand and gravel (land won and the landing of marine).

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15.7 The Minerals Local Plan includes specific policies relating to the future extraction of chalk. Following the closure of all chalk quarries in East Sussex, and no industry indications that this scenario may change, there is no pressure to allocate future reserves.

15.8 Brick clay and gypsum are strategic primary minerals extracted in East Sussex. National policy allows for long term reserves to be permitted to secure the future of production facilities. To avoid duplication in the Core Strategy it has been decided the allocation of land for brick and gypsum production will be addressed under Issues M3, and M1 will relate specifically to aggregates.

15.9 Sand and gravel aggregate arisings in the plan area are currently dominated by the landing of marine aggregates at wharves in the ports of Shoreham and Newhaven. Crushed rock aggregate is also landed at Rye. Landings at Shoreham exceed 750,000 tonnes p.a. The port however straddles the boundary with West Sussex and only a fraction can be said to be landed exclusively in Brighton & Hove. Additional capacity remains within the existing wharf facilities if additional landings are required.

15.10 Large scale sand and gravel reserves have been approved at Scotney Court, Camber on the Kent border totalling over 4 million tonnes. The deposit is mainly gravel with some sharp sand but no soft sand. The workings are active within Kent and it is anticipated will only enter East Sussex (and therefore contribute to the regional apportionment) from around 2014, thereafter output is expected to reach up to 0.3mtpa. The Aggregates Study (2009) considers the requirements for aggregate supply up to the end of the plan period in 2026. The picture is complicated because the sub-regional apportionment for East Sussex and Brighton & Hove set out in the South East Plan of 0.01mtpa is under review with a draft revised figure of 0.07mtpa proposed. The revised figure (or a variation of it) will not be formerly adopted by Government until 2010 so in the meantime the Core Strategy will consider the South East Plan apportionment and have regard to potential changes. The only currently active sand and gravel operation is located at Stanton's Farm Novington. The quarry works from the limited exposure of the Folkestone Beds and produces soft sand for mortar and building sand, and some coarse concrete sand. The site began operation in 2007 and is expected to close in 2017 with an annual potential production of around 40,000 tpa. The natural quality of the soft sand worked in the Folkestone beds is not replicated by the Camber deposit or marine aggregates. Soft sand has yet to be produced from secondary sources. Stanton's Farm therefore fulfils a strategic role in the production of soft sand.

15.11 In summary the adopted annual apportionment of 0.01mtpa is adequately met by reserves. Both this quantity and the increased draft apportionment of 0.07mtpa will also be met in full by production from Scotney Court through to the end of the plan period. Towards the end of the plan period consideration of future workings will be required to maintain the minimum landbank. The landbank situation will be reviewed annually to revise such forecasts as necessary and to take into account the final allocation derived from the South East Plan review.

What are the options?

Issue M1: The need to adopt a sustainable, efficient, hierarchical approach to managing and using minerals resources where practicable in East Sussex and Brighton & Hove

15 Sustainable management of minerals

M1a. Set a target for reduction in the minerals used in the plan area and seek to implement a wide-ranging programme for awareness raising and encourage individuals, organisations and local businesses to take responsibility for reducing the amount of minerals used.

M1b. Promote, where practicable, secondary and recycled alternatives in preference to primary materials allow production of primary materials only where the need cannot be met in a more sustainable way.

M1c. Rely on market forces to influence the efficient use of mineral resources.

Preferred Option Selection

Preferred option - combination of M1a and M1b

Reasons - The setting of a reduction target (rather than an objective) within M1a is considered unachievable due to the appreciable difficulty in determining agreed targets, the lack of mechanisms within planning policy to require the use of alternatives over primary sources and the need to audit compliance based on accurate data that is not available. Furthermore, the demand for minerals (primary or secondary) is a reflection of economic development, an increase or reduction may therefore reflect the level of activity as a whole and not relative proportions. However, setting of a wide-ranging programme for awareness raising which encourages individuals, organisations and local businesses to take responsibility for reducing the amount of minerals used, could be one way of implementing the preferred strategy.

The remainder of M1a ties in with M1b and is considered to be a pro-active means of delivering on the Issue. M1b introduces a hierarchy of aggregate source and requires mineral developers to demonstrate that need cannot be met by secondary sources. How this need test should be addressed will be clarified. The plan should also retain some flexibility to account for exceptional circumstances which may arise during the plan period such as the loss of significant wharf capacity, or flooding. The emphasis on demonstrating need for primary extraction over secondary materials remains, but this should be capable of assessment from monitoring and provided adequate data on alternatives is collected.

Spatial policy

CS9a Sustainable, efficient, and hierarchical management and use of minerals in East Sussex and Brighton & Hove

Promote, where practicable, secondary and recycled alternatives in preference to primary materials, by:

1. Supporting mineral related development that produce or utilise alternatives to primary materials;

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2. Allow primary mineral production only where it is demonstrated the need cannot be met by sources of alternative materials;
3. Only allocating sufficient production of land-won aggregates to meet the landbank requirements indicated by Table CS9a, unless material considerations indicate otherwise.

CS9a Landbank/Reserve Requirement

Mineral	Annual Allocation/reserve	Total allocation for 2009- end of 2026 (18 years)
Land won sand and gravel	0.01mtpa or 0.07mtpa ⁽⁵¹⁾ , minimum 7 year equivalent landbank	0.18 or 1.26mt (depending on revisions to the South East Plan)

Source: South East Plan 2009

CS9b Safeguarding of strategic mineral sites

The following production facilities are considered of strategic importance and will be protected from adverse development:

- Scotney Court Farm, Scotney Court Farm Extension, and Wall Farm, Camber (2009-2026)
- Stanton's Farm, Novington (2009-2017)

Strategy for Implementation - see Appendix A

51 0.01mtpa as stated by the South East Plan, 0.07mtpa as stated in the draft revision to the South East Plan pending examination in public in autumn 2009

16 Safeguarding

16. Safeguarding

M2 - Mineral resources, wharf and rail facilities need to be safeguarded

Summary of the issue

16.1 National and regional policies require Mineral Planning Authorities to prevent mineral resources being unnecessarily sterilised. In particular they should assess the need for wharf and rail facilities to be safeguarded. However it is also important to find a balance between protecting mineral reserves for the future and allowing for necessary development of some of those areas.

16.2 The adopted Minerals Local Plan identifies 'Mineral Consultation Areas' to achieve safeguarding, whereby the Mineral Planning Authority must be consulted by districts and boroughs before development which might affect important resources can be granted planning permission. The Government and British Geological Survey (BGS) are in the process of updating national policy and guidance on this subject and the draft document is not expected to be available prior to adoption of the Core Strategy. The methodology within the current guidance sets out Mineral Safeguarding Areas (where there is a known viable resource required within the plan period) and Minerals Consultation Areas (where potential resource has been identified and the Mineral Planning Authority would wish to be consulted on proposed development in the area).

16.3 A new preferred option has been put forward to ensure both land-won and marine borne resources are given appropriate weight. The BGS methodology can be used to identify land-won resources and there may be more appropriate means of safeguarding wharf and rail facilities for the landing of marine resources and transport of minerals.

16.4 Transport and planning policy at the national and regional level both encourage and promote the use of sustainable transport modes for the movement of aggregates and waste, and support the safeguarding of wharves which could handle cargoes by short sea shipping and sites next to railway lines which could be used in the movement of freight by rail.

16.5 Currently all movement of aggregates into/out of and within of East Sussex and Brighton & Hove is by road. This is due to the lack of suitable rail linked sites and the short distance that would be travelled by the mineral. There are currently no active chalk sites in East Sussex and Brighton & Hove and more recently chalk has been imported by road into East Sussex and Brighton & Hove from West Sussex. Clay resources are linked to brickworks and none of these sites are close to rail facilities or ports to transport bricks within or out of East Sussex and Brighton & Hove. Double handling is also an issue for operators and most of the minerals are transported within an average 30 mile radius from source to builders merchants and construction projects.

What can the Core Strategy do about this issue?

16.6 For land-won resources the Core Strategy can set out a process for identifying Mineral Safeguarding Areas and Mineral Consultation Areas to identify where potential resources are in order to make sure the Mineral Planning Authority is consulted on applications to the

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district/borough councils for development that could potentially sterilise mineral resources. Sterilisation of known or potential resource would reduce ability and flexibility to supply future demand.

16.7 Background studies were commissioned to assess the current amounts of reserves held within East Sussex and Brighton & Hove. Using this information in combination with the regional study into South East resources has provided the basis for the assertion that the Councils can meet the apportionment figure and the seven year landbank through existing (permitted) reserves. This information is also reflected in the Annual Monitoring Report. Mineral reserves that are key to delivering the strategy - mainly those required to meet the apportionment in the South East Plan- can therefore be identified for safeguarding. In the case of all other resources, background work has identified where they are located (see maps 17, 18, 19 in the Issues & Options consultation document) and subject to further technical work more specific Minerals Consultation Areas will be identified in the Submission Core Strategy. The plan itself will be subject to periodic review to ensure adequate resources are safeguarded throughout the plan period and beyond.

16.8 In order to safeguard rail and wharf sites it may be that a slightly different methodology is used. The Councils produced a sustainable transport feasibility study which used objective criteria to identify some potential sites that could in principle be used as minerals (and waste) rail linked sites. Further work would be needed in order to fully assess the suitability of these sites in terms of the wider aims of the Core Strategy.

What are the options?

Issue M2: Mineral resources, wharf and rail facilities need to be safeguarded

Devise safeguarding strategy to avoid unnecessary sterilisation of mineral resources, wharf and rail facilities by:

M2a. Using British Geological Survey safeguarding guidance methods

- Identifying all existing and potential sites.
- Drawing up a brief for each site setting out how it will be safeguarded looking at the viability of inactive sites and determining their future role

M2b. identifying only those minerals and facilities that are viable to be worked with a brief using consultation areas elsewhere.

M2c. identifying only those minerals and facilities that are required up to 2026 with a brief using consultation areas elsewhere.

M2d. Utilise existing approach based on consultation areas.

M2e.

i. Using the British Geological Survey safeguarding methodology to identify Mineral Safeguarding Areas and Mineral Consultation Areas to ensure sufficient land-won mineral resource up to 2026

ii. Safeguarding wharves and railheads to ensure continued capacity in strategic locations

16 Safeguarding

Preferred Option Selection

Preferred option - M2e

Reasons - This option allows a more flexible approach to address the slightly different issues of safeguarding resources, and safeguarding wharves/rail links. Safeguarding wharves on the basis of capacity will be more compatible with regeneration proposals at the Newhaven and Shoreham Ports. Areas for safeguarding should be restricted to the sites needed to deliver reserves/facilities within the period up to 2026 as directed by the BGS survey. Minerals Consultation Areas would be wider reaching to capture the effects of potentially sterilising development.

Spatial Policies

CS10a Safeguarding of minerals resources

The Councils will safeguard sites for land-won reserves in order to meet the regional apportionment set out within the South East Plan.

The sub-regional apportionment can be met by existing reserves (i.e. sites with extant planning permission). These sites will be safeguarded including areas for extensions and general operations where these are required for the viability of the operations.

Strategic safeguarding locations for land-won minerals resources are:

Gypsum:

- Brightling Mine/Robertsbridge Works, Mountfield

Sand and Gravel:

- Stanton's Farm, Novington
- Scotney Court Farm
- Scotney Court Extension and Wall Farm

Clay:

- Ashdown Brickworks, Bexhill
- Little Standard Hill Farm
- Chailey Brickworks
- Hastings Brickworks at Guestling
- Aldershaw Farm
- Horam Brickworks

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Further research is needed in relation to any necessary Appropriate Assessment under the EU Habitats Regulations for the sand and gravel sites and Ashdown Brickworks and Little Standard Hill Farm. This is currently taking place and due to be completed by the end of 2009 and will be taken into account for the submission of this document.

No strategic need for chalk extraction has been identified so there are no strategic chalk sites to be safeguarded.

In addition to Minerals Safeguarding Areas, other mineral resources will be identified through the Mineral Consultation Areas process so that a viability assessment can be made around additional resource need should applications come forward that would cause sterilisation of a mineral resource. This is likely to include potential resources identified in the previous Minerals Local Plan, such as those at Broomhill North and Rye Bay Foreshore.

CS10b Safeguarding of wharf and rail facilities

The Councils will safeguard rail and wharf facilities in order to contribute towards meeting the regional apportionment set out within the South East Plan and to support modal shift in the transport of minerals.

Capacity for landing and processing of minerals at the following wharves will be safeguarded unless alternative provision is made elsewhere within that port such that there is no net loss of capacity for handling minerals.

- Berths 1 to 5 at North Quay, Newhaven Port
- Halls Aggregate Wharf, Shoreham Port
- Britannia Wharf, Shoreham Port
- Ferry Wharf, Shoreham Port
- Rye Wharf, Rye Port
- Rye Marine Wharf (Rastrums Wharf), Rye Port

Further research in relation to any necessary Appropriate Assessment under the Habitats Regulations is currently taking place and due to be completed by the end of 2009 and will be taken into account for the submission document.

The Councils acknowledge because Shoreham Port is partly within West Sussex, that landings at wharves in the West Sussex part may also help meet demand in Brighton & Hove and the western part of East Sussex. So on that basis alternative provision of equivalent capacity of wharfage within either part of Shoreham Port may be acceptable.

The following railway links/sidings will also be safeguarded.

- Newhaven Town Yard, North Quay (Newhaven Port)
- East Quay Railway sidings, Newhaven
- Robertsbridge Works, Mountfield (British Gypsum)

16 Safeguarding

16.9 Please also refer to Issue M5 Sustainable transport of minerals into/out of and within the plan area. Issue M3 refers to the regional targets for land-won aggregates applicable to the plan area.

Strategy for Implementation - see Appendix A

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17. Meeting the need for aggregates

M3 The need for a timely supply of minerals to meet national and regional and local demand

M3a Contribute to local, regional and national aggregates provision

Summary of the issue

17.1 East Sussex has historically low levels of land-won aggregates and has relied heavily on imports in recent years to meet construction demands in East Sussex and Brighton & Hove. Whilst several permitted sites exist, at the moment there is only one working land-won aggregates site in East Sussex.

17.2 The capacity for receiving and processing marine dredged aggregates in the three ports is over 3 million tonnes per annum. In the last few years throughput has had a slow decrease in marine-dredged aggregate and crushed rock imports, although recent figures indicate a recovery. In 2007 there were thirteen sites producing recycled aggregates. There is currently uncertainty on the availability of raw materials and scale of potential for growth in this area.

17.3 Regional policies require supply to be met by increasing supplies of secondary and recycled materials; by increasing imports of marine aggregates and through a reduced contribution from land-won sources.

17.4 Government guidelines set a figure for each region for the amount of land-won aggregates that should be produced. The Regional planning body⁽⁵²⁾ apportioned this figure to each Mineral Planning Authority. The agreed apportionment for East Sussex is set out in the South East Plan (0.01 million tonnes per annum) and is shared with Brighton & Hove City Council (although there are no sand and gravel reserves in the City area). The South East Plan covers the period to 2026. The planning authorities are required to provide a “landbank” of at least 7 years over the plan period. There are sufficient land-won sand and gravel permissions to meet these requirements over the South East Plan period.

17.5 The South East England Partnership Board is however currently undertaking a partial review of the sub regional apportionment in the South East Plan. The need for this review was identified in the Panel Report on the Examination in Public on Regional Planning Guidance Note 9 (RPG9) Waste & Minerals where it was suggested that the then Regional Assembly should seek a more rounded and forward looking methodology. To this end consultation has taken place over the last year on various options and an Examination in Public into the partial review will take place in Autumn 2009. The Councils did not support the original options as it considered they were not responsive to particular local characteristics and could lead to an unacceptable increase in land-won aggregate allocations for the County. Instead, as part of this process, the Councils have requested to be treated as a special case arguing that the methodology for the subregional allocation needs to recognise the particular circumstances of East Sussex/Brighton & Hove, namely; low production; remote reserves; and a high dependence

52 Formerly the South East England Regional Assembly and since April 2009 the South East England Partnership Board

17 Meeting the need for aggregates

on marine dredged aggregates. As a consequence the allocation for East Sussex/Brighton & Hove is currently proposed at 0.07mtpa. The Councils will be attending the Examination to support this apportionment.

17.6 Whilst the partial review of aggregates will not be determined until after the Examination in Public, the Councils' strategy for aggregates now needs to be assessed against the background of a likely increased apportionment. The issue now to be considered is whether and how the Councils could meet a new proposed apportionment figure.

What can the Core Strategy do about this Issue?

17.7 The Core Strategy needs to examine the different elements of aggregate supply namely land-won sand and gravel extraction, marine-borne imports (marine dredged and crushed rock) and recycled materials to see how these contribute towards the demand in East Sussex and Brighton & Hove now and in the future. In an attempt to meet the demand, particularly the apportionment, the Core Strategy can consider the need to identify strategic sites for aggregate development as well as measures to promote and encourage reuse and recycling. In order to inform the evidence base for the Core Strategy the Councils have undertaken a study to look at supply and demand of aggregates in East Sussex and Brighton & Hove.

17.8 With regards to existing land-won permissions for sand and gravel as mentioned previously, in total these are sufficient to cover the current apportionment (0.01mtpa) to 2026 and are set out below. The one operational site at Stanton's Farm is producing annually at a rate greater than the required South East Plan apportionment (0.01mtpa) but less than the proposed South East Plan review apportionment of 0.07Mtpa. This scenario will change radically when extraction begins at Scotney Court (after 2014) with extraction at 0.3Mtpa. The Councils consider therefore that overall current reserves will adequately provide for the proposed new allocation of 0.07mtpa.

Table 25 Estimated Reserves at 2009

Site	Dates of extraction (estimated)	Estimated Reserve (tonnes)
Stanton's Farm (Building Sand)	Up to 2017	280,000 (at year end 2008)
Scotney Court	2014 - 2017	935,000
Scotney Court extension and Wall Farm	2017 - 2027	3,230,000
Total Coarse Aggregate		4,445,000

17.9 Whilst the permitted land-bank of aggregates may provide sufficient reserves to meet the apportionment, the Councils are aware that some of these reserves will be used outside of East Sussex and Brighton & Hove (for example up to 50% of gravel currently extracted from Lydd quarry Kent supplies developments in Kent and 50% is imported into East Sussex.) As a counter balance much of the materials consumed in East Sussex and Brighton & Hove are imported from outside through local Ports and to a lesser extent by road. This situation forms the basis of the Councils' claim to be treated as a special case. Therefore in formulating a preferred strategy the Councils need to be content that the supply and demand of aggregates

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to the area is secure for the future. Marine aggregate presently constitutes the majority of aggregate supplies within the Plan Area, with local supply of soft sand at Stanton Farm providing mortar and asphalt sand.

17.10 Substantial marine aggregates remain along the South Coast and eastern English Channel for the long term (beyond 2026) (subject to consents being given). As spare capacity remains at the wharves, these established operations provide flexibility to deliver additional supplies should they be required to meet peaks in demand. The principal constraint on the level of marine landings during the plan period is not considered to be the level of marine reserves but the security of port access (loss of wharves), channel and berth restrictions and investment in modern wharf infrastructure. However, it is considered that sufficient wharf capacity remains to continue significant landings for the foreseeable future.

17.11 The importation of crushed rock from UK or foreign coastal quarries is limited generally by wharf capacity and market forces. It is not possible to calculate reserves at the origins of this crushed rock as the figure is determined by factors external to the Core Strategy. In the context of demand within East Sussex and Brighton & Hove the supply can however be regarded as considerable. The method of landing crushed rock (usually by grab hoist) is simpler than landing marine aggregates and has not seen the increase in vessel sizes. More wharves therefore retain the ability to import crushed aggregate.

17.12 The Councils' evidence (see Information Paper 1) concludes that meeting the growing demand for C&D waste recycling capacity (which would include recycled and secondary aggregates) will require expansion of both mobile and fixed capacity. This issue is examined further under Issue W3.

What are the options?

Issue M3a: Contribute to local, regional and national aggregates provision

M3a(i). In anticipation of a higher apportionment, not to meet this figure but rely on the Councils' assessment of local supply and demand, as well as existing permissions, to contribute to regional and local aggregate supply.

M3a(ii). In anticipation of a higher apportionment, to investigate additional allocation of aggregates sites to increase land-won supply in an attempt to contribute towards meeting the agreed share of aggregate demand in the region.

M3a(iii): In anticipation of a higher apportionment, to investigate how to increase marine landings to provide further supply.

M3a(iv). In anticipation of a higher apportionment, to investigate how to increase secondary and recycled aggregates and other alternative materials to provide further supply.

M3a(v) Meet regional and local aggregate demand through existing land won aggregate permissions, marine landings at existing wharf facilities and through secondary and recycled aggregates.

17 Meeting the need for aggregates

Preferred Option Selection

Preferred option - M3a (v)

Reasons - Options i) - iv) were drafted before the recent proposal to only increase the Council's apportionment to 0.07mtpa. These options are either possibly inflexible or not deliverable because of land and/or resources availability. However, in assessing the options there are elements of all approaches which when combined together in option M3a (v) are considered viable in delivering a strategy for aggregates provision.

Option M3a (v) therefore is consistent in that it aims to meet the agreed apportionment and more deliverable in that it focuses on existing permissions and wharves. Provision of recycled materials is considered more flexible as sites can potentially be located in different locations in East Sussex and Brighton & Hove.

Spatial Policy

CS11a Contributing to local, regional and national aggregates provision

The regional and local aggregate demand and agreed land-won regional apportionment will be met through existing land-won aggregate permissions, marine landings at existing wharf facilities and through production of secondary and recycled aggregates.

No additional land will be allocated for primary aggregates production. In the event that any further demand for land-won resources is evident in the future this matter will be considered through a review of the Core Strategy and sites allocated in a Minerals Sites Document.

The production of secondary aggregates will be encouraged and increased through Issue W3. Existing land-won permissions and marine wharves, will be safeguarded through policies CS10a and CS10b and existing recycling sites producing secondary aggregates will be safeguarded in policy CS2

In addition to Minerals Safeguarding Areas, other mineral resources will be identified through the Mineral Consultation Areas process so that a viability assessment can be made around additional resource need should applications come forward that would cause sterilisation of a mineral resource. This is likely to include resources such as those at Broomhill North, and Rye Bay Foreshore (for sea defence work only).

Strategy for Implementation - see Appendix A

18. Clay

M3 Timely supply of minerals to meet national and regional and local demand

Issue M3b - Meeting national requirements and regional development needs for clay

Summary of the issue

18.1 Clay has long been exploited for brick and tile manufacture in East Sussex. There are nine permitted clay sites in East Sussex, but at present, clay working and associated manufacturing takes place at four sites: Aldershaw Farm, Sedlescombe/Battle; Chailey Brickworks,; Hastings Brickworks, Guestling; and Ashdown Brickworks, Bexhill. Ashdown and Chailey are large-scale works producing many millions of bricks per annum, while Aldershaw Farm and Hastings Brickworks manufacture more specialised bricks on a smaller scale. There is an extant planning permission for a large-scale new brick works and clay pit at Horam, but the works have not yet been constructed. There are several other inactive sites in East Sussex, but there are no clay sites within Brighton & Hove.

18.2 Reserves at both Aldershaw Farm and Chailey are now low and further reserves need to be identified if production is to continue in the future. In addition to brick-making, there has been some demand in recent years for clay for flood defence works. If clay continues to be required for this purpose, it could impact on the amount of clay available for brick-making, and hence the numbers of years of reserves left at existing sites.

18.3 National Policy requires that clay should be extracted as close as practicable to the brickworks that it supplies and that enough reserves (25 years) for existing brickworks are identified. Regional Policy requires substitute and recycled waste materials to be used where practicable, to conserve national resources, and high quality reserves to be safeguarded for appropriate end uses. For small-scale manufacture, a long term land-bank of a lesser period than 25 years may be appropriate.

What can the Core Strategy do about this?

18.4 The Core Strategy needs to examine the likely demand for clay in the Plan period up to 2026, and whether existing sites will be able to meet the demand. As it is known that reserves at two operational sites are low, the Core Strategy needs to examine how the lives of these brickworks can be extended, either through the identification of further resources at the sites or the importation of clay from elsewhere. This matter is particularly pressing for Chailey Brickworks, as a larger-scale site.

18.5 The Core Strategy also needs to examine whether there is likely to be a demand for clay for flood defences in the Plan period, and the amount of clay that is likely to be required. A decision also needs to be made on whether it would be acceptable to allow clay that would otherwise be used for brick-making at existing sites to instead be used for flood defences, given the shortfall of clay at some sites, and regional policy that seeks to safeguard high quality reserves.

18.6 The Core Strategy also needs to examine how the use of substitute materials or recycled waste materials could be maximised in order to reduce the pressure on clay resources.

18 Clay

What are the options?

M3b (i) Identify extensions to sites or further areas of search for brick-making sites with less than 25 years remaining

M3b (ii) Aim to import clay from other areas within East Sussex to brick-making sites with less than 25 years remaining

M3b (iii) Promote maximum recycling of clay products and support stockpiling waste materials for re-use

M3b (iv) Only allow clay extraction for flood defence from existing reserves where an exceptional need has been demonstrated to outweigh loss of reserves and any ensuing environmental impact.

M3b (v) Identify alternative sources of material for flood defence.

Preferred Option Selection

Preferred options - combination of M3b (i/ii), M3b(iv/v) and M3b (iii)

Reasons

M3b (i/ii): M3b(i) appears the most sustainable option. However, recognising that there are possible constraints to the delivery of M3b (i) alone, a combination of (i) and (ii), but with an emphasis on (i) may be more realistic. Sufficient clay may not be available from site extensions alone, resulting in a need to import clay. However, importing clay may not be appropriate for sites that produce specific products requiring a particular type of clay. Furthermore, transporting clay could lead to adverse effects from increased road transport.

Therefore, the preferred new option is: "Identify further resources at the site for brickworks with less than 25 years remaining. However if it is not possible for sufficient resources to be identified due to environmental or resources reasons, clay imports may be permitted where essential to sustain production at the brickworks."

M3b(iv/v): There are advantages and disadvantages to both (iv) and (v). It appears that clay operators have some concern with "losing" brick clay to flood defences, meaning that both options are supportable (the wording on (iv) being particularly important as it would allow clay extraction from existing reserves only in exceptional circumstances). It is not known at the present time whether there is likely to be any significant demand for clay for flood defences, meaning that option (v) may not be supportable. However, if this option is discounted and a significant demand did emerge, pressure would fall on existing clay sites to provide materials. If clay is required to be imported to existing brickworks to sustain them (as under i/ii), it may be that permitted reserves should be safeguarded for bricks. The advantage to supporting (v) is that clay could be extracted from a site very close to where

it was needed (i.e. a borrow pit, as supported by some other Local Authorities), which should minimise traffic implications, although it would be dependent on the availability of the resource and could still have significant environmental effects.

Therefore the preferred new option is (iv) with an addition: "Only allow clay extraction for flood defence from existing reserves where an exceptional need has been demonstrated to outweigh loss of reserves and any ensuing environmental impact. If clay from existing permitted reserves is not available or its extraction would not be acceptable, consider proposals to extract clay or other materials from new sites for flood defences on a case-by-case basis and in accordance with other Plan policies."

M3b(iii): Evidence has shown that clay operators appear to be currently maximising recycling and re-use on site. While minerals-recycling generally will be covered by policies under issue M1, it is important that the current good practise in recycling and re-use continues and is supported by planning policy.

Spatial Policies

CS11b Meeting national requirements and regional development needs for clay

Proposals for extensions or the extraction of further resources at brickworks with less than 25 years remaining will be supported, subject to other policies of the Plan. The Councils will only support proposals to import clay to existing brickworks subject to other policies of the Plan and where it is demonstrated that:

- (a) it is not possible for sufficient resources to be identified through an extension to the site, for environmental or resources reasons, and
- (b) the import is essential to sustain production at the brickworks, and
- (c) subject to the requirements of Policy CS14, the clay is imported from an area as close as practicable to the brickworks and the transportation of the mineral leads to no unacceptable adverse effect on amenity or highway conditions.

Any specific allocations will be dealt with in the Minerals Sites Document.

Clay extraction for flood defences from existing reserves will only be permitted subject to other policies of the Plan and where an exceptional need has been demonstrated to outweigh loss of reserves and any ensuing environmental impact. If clay from existing permitted reserves is not available or its extraction would not be acceptable, proposals to extract clay or other materials from new sites for flood defences will be considered on a case-by-case basis and in accordance with other policies of the Plan. Any such proposals will be expected to demonstrate that, subject to the requirements of Policy CS14, the extraction site is located as closely as practicable to the area in which flood defences are required and that transportation of the mineral leads to no unacceptable adverse effect on amenity or highway conditions.

18 Clay

Maximum recycling of clay products and stockpiling of waste materials on site for re-use, where in accordance with other policies of the Plan, will be encouraged in accordance with Policy CS9.

Strategy for Implementation - see Appendix A

19. Gypsum

M3 Timely supply of minerals to meet national and regional and local demand

M3c maintain supplies to and from British Gypsum works

Summary of the issue

19.1 Gypsum is used for plaster and plasterboard products, in cement production and other industrial processes. The gypsum resource in East Sussex forms the largest deposit in the UK and the only economic source of gypsum in the South East. British Gypsum Ltd (BG) mine and process gypsum at their site near Robertsbridge where there is a plasterboard plant. Mined gypsum is currently exported for cement production.

19.2 Desulphurgypsum (DSG), a by-product from the flue gas desulphurisation (FGD) programme at coal fired power stations, is an alternative to mined gypsum and has until recently been imported to the British Gypsum works for use in the plasterboard plant. However, DSG availability is linked to the government's energy policy and other factors. Compliance with an European Directive means that a significant number of older coal-fired plants with retrofitted FGD pollution abatement equipment will close during the next decade. Less quantities of DSG will be therefore be available. Increased use of alternative energy supplies such as biomass, gas and nuclear will also impact on the amount of DSG being produced. These effects will also be felt throughout Europe and the scope for imported supplies will consequently be reduced. BG has concluded that by 2020 there will be no DSG available and supplies will become critically low during the early part of the next decade.

19.3 At the same time demand for the plasterboard products has grown and BG consider that DSG cannot meet current needs for the plasterboard factory. The company is therefore investing in increasing output from their mines to substitute DSG with mined gypsum, as well as imports of pure gypsum from overseas. At the moment natural gypsum is imported from Europe (Spain) and sometimes DSG from Italy/low countries (by rail from Southampton). BG expects that recycled gypsum recovered from construction sites and C&D waste will also play an increasing role and reduce pressure on natural resources. Recycling facilities at the site can provide some 20% of total feedstock for plasterboard manufacture.

19.4 Regional policies require that a permitted reserve of gypsum sufficient to last at least 20 years at current production rates should be maintained throughout the plan period in East Sussex. Current reserves are estimated to meet this requirement. The use of DSG imported by rail over the shortest practicable distance is encouraged, as are the use of substitute materials and sustainable methods of transporting freight.

19.5 The issue is how to ensure that adequate supplies of gypsum are available to serve the plasterboard factory and for other uses in the region.

What can the Core Strategy do about this issue?

19.6 The Core Strategy can seek to ensure that underground reserves are safeguarded and that supplies to the plasterboard factory are secure. BG estimate that even taking into account the previous highest peak of production 1mtpa, they have at least 20 years supply (15-20 mt) of gypsum in the ground (at January 2008). Policies can aim at maintaining sufficient supply

19 Gypsum

of gypsum to supplement this source, and protect capacity at the recycling plant. Any constraints to this development such as transport or environmental implications need to be considered through the Core Strategy policies.

What are the options?

Option M3c(i) Maintain reserves of at least 20 years for mined gypsum

Option M3c(ii) Investigate availability of DSG to increase supply and to safeguard and extend lifetime of reserves of mined gypsum

Option M3c(iii) Increase the movement of gypsum products, DSG and recycled materials by more sustainable methods of transport

Preferred Option Selection

Preferred option - combination of M3ci and M3cii

Reasons - M3ci) relates specifically to mined gypsum at the site, which has until recently only been mined for cement use and has been exported. The mineral is seen as regionally important and reserves need to be safeguarded for this use and now increasingly the plasterboard factory. The option is considered deliverable (the permitted area contains at least 20 years reserves). It is also not mutually exclusive and as mined gypsum is also to be used for plasterboard there is therefore an overlap with option M3ii).

The maintenance of supply to the plasterboard factory is key to its production success and by using other sources of gypsum (DSG, other imports and recycled material) the lifetime of underground reserves can be extended and safeguarded. Option M3cii) is supported by the key stakeholder and considered flexible and deliverable.

It is therefore considered that both options are preferred and that they could be merged into one overall policy.

M3ciii) is now considered to be covered under issue M5.

Spatial Policy

CS12 Gypsum

Reserves of at least 20 years for mined gypsum will be maintained. The use of DSG and other sources of gypsum will be supported to increase supply for the plasterboard factory and to safeguard and extend the lifetime of reserves of mined gypsum.

The safeguarding of the Robertsbridge works, rail access and underground reserves will be covered through Issue M2.

Gypsum 19

The use and encouragement for transporting imports into and exports out of the site in a sustainable way will be covered under Issue M5.

Environmental impact of any future developments at the site will be covered under issue M4.

Strategy for Implementation - see Appendix A

20 Oil and gas

20. Oil and gas

Issue M3d The need to determine a policy approach for on-shore oil and gas exploration and development

Summary of the issue

20.1 National policy is set out within the White Paper on energy ⁽⁵³⁾ which highlights the dependence on energy supplies outside of the UK and the need to reduce that reliance. The licensing system for on-shore acreage is administered by the BIS ⁽⁵⁴⁾ and is separate from the statutory planning system. There is a requirement to undertake Environmental Impact Assessment as part of the permitting process. No drilling can take place without the appropriate licence and planning permission is required both for exploratory drilling and any subsequent development, including deep drilling. There are no regional policies to guide oil and gas development. Previously detailed criteria to be applied to this type of development were set out in the East Sussex Structure Plan. Therefore the Core Strategy needs to determine what the County policy for future hydrocarbon development will be.

20.2 Exploration for oil and gas (hydrocarbons) in East Sussex took place during the 1980s, although no commercial finds were made. Some of the Plan area is covered by exploration licences, but there are no production sites. Historic exploration within East Sussex has been predominantly within the AONB. Any future oil and gas exploration or development would require planning permission. National policy on oil and gas is to maximise the potential of UK reserves in an environmentally acceptable manner. Locally, hydrocarbon development could raise issues if it were to be located within landscapes sensitive to development.

20.3 Deep drilling is a temporary operation but can have short term noise, traffic and visual implications. Impacts from exploration and then any subsequent extraction are likely to be of different magnitudes. The potential disturbance from both sets of impacts would need to be assessed within the planning process.

20.4 Hydrocarbons (oil and gas) have different characteristics from other minerals:

- They do not have a distinct local or regional market; oil is an internationally traded commodity
- They are not at or near the surface and can be probed only by deep drilling
- They can flow underground and be pumped to the surface at points not directly above the reservoir
- Ownership is vested in the state rather than with the owner of mineral rights.

What can the Core Strategy do about this?

20.5 The Core Strategy can provide a policy basis for decision making on any proposals that come forward, whilst recognising that sites are likely to be within areas of high landscape or environmental value. Development within these areas must be assessed against protective

53 Meeting the Energy Challenge, DTI 2007

54 BIS is the Government Department for Business, Innovation, and Skills, formerly the Department for Business, Enterprise and Regulatory Reform (BERR)

Oil and gas 20

national and regional policies. This Core Strategy is concerned with onshore hydrocarbon developments only because offshore oilfield developments are outside of the remit of minerals planning authorities.

What are the options?

M3d(i). Support the exploration and development of on-shore oil and gas

M3d(ii). Not support the exploration and development of on-shore oil and gas on open Chalk Downland or within Ashdown Forest.

M3d(iii). Not support the exploration and development of on-shore oil and gas in AONBs, SSSIs or other international and national designations

Selecting the preferred option

Preferred option - M3d(i)

Reasons - The 'need' for such resources will be determined by Government (eg the Energy White Paper) so this is accepted in the Core Strategy. Although this option offers little environmental protection on its own, it could provide adequate protection when combined with Issue M4. Furthermore modern gas/oil development techniques can help to minimise environmental impacts by locating the headworks away from the actual reserves in order to minimise surface impacts on sensitive environments. So for example even if the resource lies under a nationally significant site then potentially the headworks could lie outside of it. Therefore the important thing is to minimise, and mitigate where necessary, the surface impacts of exploration and development, rather than unnecessarily restrict development according to the location of the reserve. The preferred approach is therefore that proposals for exploratory drilling will be permitted, provided that the planning authority is satisfied that the surface environmental and residential amenity impacts have been minimised. Where exploration boreholes are proposed in sensitive locations, it will need to be demonstrated to the planning authority that within the 'area of search' identified by the applicant, the siting of the proposed development would have the least significant impact.

Spatial Policy

CS13 On-shore oil and gas exploration, extraction, and development

The Councils will provide a policy framework to ensure oil and gas exploration and extraction is carried out with regard to mitigating any potential local impacts.

20 Oil and gas

Although the Councils acknowledge that a number of licences from BERR are currently held for areas within East Sussex, no areas of search will be identified within the Core Strategy because future technology advances may facilitate acceptable forms of development in areas where development using existing technologies would currently be unacceptable. Any new proposals for exploration or drilling will be assessed on its merits.

The Core Strategy seeks to ensure that potentially viable oil/gas reserves could be worked.

Support for exploration is given within this policy as a high proportion of East Sussex and Brighton & Hove is covered by environmental designations which put limitations on the acceptability of development. Although exploration is supported, this should not be taken to imply planning permission will be given for all explored areas.

Strategy for Implementation - see Appendix A

21. Chalk

Issue M3e Provision for local chalk supply

Summary of the issue

21.1 There is a long history of chalk extraction in East Sussex, originally associated with the cement industry. Until relatively recently most chalk workings provided material for constructional fill and agricultural lime. In the Newhaven area the chalk is particularly pure and has been used as an industrial raw material. However, there are now no active chalk quarries in East Sussex or Brighton & Hove. Of the three chalk sites in which reserves remain, two could not be worked any further without consent from the Minerals Planning Authority and there are likely to be significant constraints to re-working these sites. The remaining site was the most recent to be worked, but its planning permission restricts chalk extracted for use by a local manufacturing company, although it is understood that the company no longer has any requirement for this chalk.

21.2 Chalk for agricultural use has been supplied recently by imports. It is difficult to estimate the future demand for constructional fill in the Plan area and how much of this might be acquired from alternative sources or imports.

21.3 Almost the entire chalk resource in the Plan area is located within the Sussex Downs Area of Outstanding Natural Beauty and future National Park. National Policies protecting this designation would apply to any new extraction requiring permission.

21.4 The South East Plan notes that chalk's regional significance is as a raw material for the manufacture of cement. It requires provision of a 25 year permitted reserve of chalk for cement manufacture to be maintained in Kent and Medway, but does not make specific reference to chalk in East Sussex. The Plan recognises that given the anticipated future supply patterns, there is unlikely to be any need to secure substantial new production capacity or reserves of chalk in the South East.

What can the Core Strategy do about this?

21.5 The Core Strategy needs to examine the likely demand for chalk in the Plan period, and whether the demand can be met from imports or alternative materials, or whether existing sites need to be re-worked.

What are the options?

M3e (i) Identify no new reserves and meet need from imports, or alternative materials

M3e (ii) Encourage use of substitute material/stock piles of existing chalk to meet need for chalk supply

M3e (iii) Safeguard sites of high grade chalk from being used for constructional fill or other similar purposes.

21 Chalk

Preferred Option Selection

Preferred option - M3e(i)

Reasons - The South East Plan identifies the regionally significant issue concerning chalk as supplying cement works. As there are no cement works in the county, there is no requirement to identify reserves, particularly because other demands are likely to be for relatively small quantities which would not warrant the identification of new resources. It is therefore not considered necessary to include a chalk-specific policy within the Core Strategy, instead relying on other policies concerning matters such as environmental impact and amenity. Identifying no new reserves is also likely to support requiring restoration of existing, inactive sites. However, to achieve this it may be necessary to prepare detailed considerations at site level (a framework) to deal with inactive or dormant sites.

There are no operational chalk quarries, and there are significant constraints on developing any further sites/extending existing sites, particularly due to the Sussex Downs Area of Outstanding Natural Beauty and future National Park.

It is understood that chalk lime for agriculture is sourced from outside the county. West Sussex has a 126 year land-bank of chalk, and Kent also has a significant land-bank.

Spatial Policy

21.6 A chalk-specific policy will not be included within the Core Strategy. General development control policies concerning protection of the environment and amenity will be used to ensure planning applications do not have unacceptable negative impacts. It may be necessary to prepare detailed considerations at site level (a framework) to deal with inactive or dormant sites including Filching Quarry. These matters would be dealt with in the Minerals Sites document.

Strategy for Implementation - not applicable

22. Environmental protection

M4 Protection of designated areas and reducing the environmental impact of minerals development

Summary of the issue

22.1 As minerals are finite resources, which can only be worked where they are found it is necessary to establish criteria against which their working should be assessed. The potential impact of a development e.g. on residential amenity and the environment, are judged at the application stage relative to need and the potential benefits a scheme may deliver. The Core Strategy therefore needs to set out the main guiding criteria from which the minerals related Development Control policies will emanate.

22.2 Most significant mineral extraction development is likely to be subject to formal Environmental Impact Assessment procedures as part of the application process, such that it is not necessary to prescribe every issue which should be taken account at the Core Strategy level. Other national and regional development policies also provide a framework of criteria on an issue by issue basis.

22.3 A substantial part of the Plan Area lies within areas of recognised high landscape value and the intended South Downs National Park. National policy in Minerals Policy Statement 1 (paragraph 14) directs that major mineral working within National Parks and AONB (and others) should be avoided except in exceptional circumstances. Parts of the limited mineral resources within the Plan Area fall within or close to designated areas, therefore it maybe that such areas should be considered for selective mineral extraction.

What can the Core Strategy do about this issue?

22.4 Mineral development can create significant environmental impact and the minerals planning authorities must balance the need for essential minerals against the protection of the environment and amenity. It is for the minerals planning authority to judge, through the policies in the Core Strategy and other documents, whether proposals are likely to have an unacceptable adverse impact. Sometimes an otherwise unacceptable development impact may be acceptable if it is short-lived, if the need justifies the level of impact, or if the long-term gain makes it worthwhile. National policy includes some guidance as what thresholds and criteria are acceptable. An example is the construction of noise screening mounds. Minerals Policy Statement 2 allows the short term construction of noise screening mounds (that would normally exceed amenity noise impact levels) because the net benefit derived from the mounds once complete, outweigh the short-term impact.

22.5 Often what is or is not acceptable is a matter of degree and judgement and forms part of the normal planning consultation and determination process. Some impacts may be considered too significant and would be ruled out whatever the need or justification. Other significant impacts may be satisfactorily mitigated and compensated to an acceptable level by site design, operating methods, planning conditions and legal agreements, followed up by monitoring and compliance auditing. The Core Strategy can set out criteria for delivering strategic mineral production facilities to ensure that there is no unacceptable impacts.

22 Environmental protection

22.6 There are many potential development variables which may occur over the life of the Plan, and in respect of individual sites. Therefore, within some limitations, flexibility is required to allow different options to be considered; including mineral working and related development within designated areas.

22.7 The restoration of mineral extraction sites can provide unique opportunities for a variety of after uses including biodiversity/nature conservation, commercial redevelopment, waste management and tourism/amenity (subject to separate planning approval). It may also be used as a mechanism to address poor land quality or despoilt land. Restoration can be targeted to meet specific Biodiversity Action Plan target habitats and species, which in the long term can offset the impact of the mineral operation phase. Such initiatives should be considered on a case by case example. The Core Strategy can set out policies to ensure appropriate and sustainable site restoration and aftercare.

22.8 Some mineral sites benefit from development approval which originated over 50 years ago. Some sites have naturally re-vegetated and are important for their biodiversity and geodiversity. Restarting working of the site may cause significant harm. The Environment Act 1995 introduced procedures for old mineral planning permissions to be reviewed (ROMP), and an application system for updating planning permission conditions for all sites on a 15 year basis. Such applications for revised planning conditions are also subject to Environmental Impact Assessment Procedures.

22.9 The 1995 Act also allows the Minerals Planning Authority to use procedures to formally extinguish planning permission on sites that have not been the subject of substantial working since 1982 and where resumption is unlikely. As compensation may be liable to the owner/operator where a restriction on working rights (but not restoration) is involved, negotiation and voluntary surrender may be more appropriate.

22.10 Registered dormant sites remain on the planning register, but cannot be worked unless a new set of planning conditions are approved. The Minerals Planning Authority is required to follow formal proceedings to extinguish a mineral permission and thus delete it from the list of sites, and any mineral reserves remaining. There is a small number of historical mineral permissions in East Sussex which fall into this category. Therefore the Core Strategy needs to consider a system of review to be initiated for inactive or dormant sites and obtaining restoration obligations (as empowered by the Act) where appropriate.

What are the options?

M4a. Prioritise locating minerals extraction and production sites in a manner that does not cause unacceptable adverse impact.

M4b. Not support at all locating minerals production sites in international and national designated areas and in close proximity to settlements

M4c. Establish stringent development criteria to assess the environmental and health impacts of new sites

M4d. achieve appropriate restoration of a high standard and seek beneficial after-uses

Environmental protection 22

M4e. Devise framework for inactive or dormant sites to include assessing viability and seek restoration if appropriate.

Preferred Option Selection

Preferred option - Combination of M4a and M4c

Reasons - Preferred option in combination with development control policies to establish criteria. This is a flexible approach as it does not prevent any site from being considered, yet gives priority to those with less impacts.

Core Strategic policy

CS14 Protection of designated areas and reducing the environmental impact of minerals development

i) The location of mineral development and mineral-related development will be prioritised to sites where no unacceptable adverse impact can be satisfactorily demonstrated, having regard to:

- location in relation to the broad locations identified in the Core Strategy;
- the degree that proposals meet policy considerations as set out in the Development Control policies; and
- potential benefits gained from restoration and afteruse.

ii) A framework will be established for the review of inactive and dormant sites to prevent reopening where it is considered likely an unacceptable adverse impact would result. Restoration obligations will be secured where required.

22.11 Development Control policies will also be brought forward as part of the criteria-based approach to delivering strategic mineral production facilities to ensure that there is no unacceptable impact on the following:

- Public amenity and health
- Highways and transport
- Water quality (surface water, groundwater, and coastal waters)
- Water resources (surface and groundwater)
- Flood risk
- Pollution control (air, land, and water)
- Biodiversity/Ecology (including LNRs, SSSIs, SPAs, SACs, Ramsar sites)
- Geodiversity
- Archaeology/cultural heritage
- Landscape character (including AONB and proposed SDNP)
- Greenhouse gas emissions and adaptation to climate change

22 Environmental protection

- Energy consumption
- Cumulative impact of minerals developments.

22.12 The issue of site restoration is specific to mineral production sites, and therefore will be the subject of specific consideration within the Development Control policies that will be brought forward to ensure appropriate and sustainable site restoration and aftercare.

Strategy for Implementation - see Appendix A

Sustainable transport of minerals 23

23. Sustainable transport of minerals

Issue - M5 Sustainable transport of minerals into and within the plan area

Summary of the issue

23.1 Transport and planning policy at the national and regional level both encourages and promotes the use of sustainable transport modes for the movement of minerals. Safeguarding of appropriate terminal facilities are also supported. However, the average distanced travelled by aggregates on the road is 30 miles from source to builders yards or construction sites. In the plan area there are currently no quarries (land-won resources) close to rail, apart from Robertsbridge, or Ports to feasibly use rail or water to transport minerals. Therefore the Councils have looked at the possibility of a suitably placed rail linked site that can be used as a terminal for minerals to be transported into and potentially out of East Sussex and Brighton & Hove.

What can the Core Strategy do about this issue?

23.2 The Core Strategy can consider the suitability of minerals and waste being transported by rail and water in the plan area ⁽⁵⁵⁾. Evidence shows that at both Shoreham and Rye Port it is not feasible to transport minerals from wharves inland by rail in the context of East Sussex and Brighton & Hove. This is partly because of a lack of rail-linked terminals in suitable locations and the ability of the rail network to handle additional trains were contributors to further use of the rail.

23.3 Similarly evidence shows that due to the location of land-won minerals and ports within the plan area it is not viable to transport minerals by water. Aggregates travel an average of 30 miles from location in the extraction site or from a wharf, due to this short distance to destinations it means that road travel is the industry's favoured option in East Sussex and Brighton & Hove. The exception is Gypsum which is transported by rail using the rail link at the Robertsbridge site to transport Gypsum to/from Ports outside of the plan area. There is currently no chalk extraction in East Sussex and this mineral has previously been transported by road into the plan area from West Sussex ⁽⁵⁶⁾. However, suitability of sites to transport chalk/crushed rock into the plan area may not be possible due to locations of quarries outside the plan area and their proximity to rail and wharf facilities and location of a suitable rail linked site in the plan area, verses road transport (ie. from West Sussex).

What are the options?

M5a. Encourage and safeguard minerals developments which seek to reduce the level of transportation and/or involve movement of materials by sustainable means of transport.

M5b. Review existing operations to see if there are mechanisms to encourage transport by more sustainable means.

55 Sustainable Transport Feasibility Study 2009

56 See Information Paper 2 - The Future Need for Minerals Production & Management

23 Sustainable transport of minerals

Preferred Option Selection

Preferred option - M5c

Reasons - This option makes it clearer that the policy can only support the sustainable movement of minerals within and in and out of the plan area, due to the cost involved in reinstating rail sidings in the plan area. It needs to be realistic and deliverable and focus on minimising transportation. M5b would require the involvement of funding from outside sources that the Core Strategy cannot necessarily secure commitment for.

Spatial Policies

CS15 - Support sustainable means of transporting minerals within and in and out of the plan area

The Councils will support proposals which involve more sustainable means of transporting minerals within and in and out of the plan area, including continued use of the rail link at Robertsbridge for transporting Gypsum.

Also see policy CS10b Safeguarding of wharf and rail facilities.

Strategy for Implementation - see Appendix A

Implementation and Monitoring 24

24. Implementation and Monitoring

How will we implement and monitor effectiveness of our Strategy?

24.1 National planning policy requires that local planning policy should contribute to the achievement of sustainable development, with a focus on delivery of necessary actions through identifying priorities, developing programmes and policies, allocating land and committing resources. Monitoring and reporting on delivery is a key part of ensuring that the core strategy is a success, or if it is not successful, to ensure that corrective actions are taken.

24.2 The Core Strategy is founded on a vision (see section 4) and strategic spatial objectives (see section 5) that need to be met to ensure that the vision is realised. The delivery strategy for meeting objectives is based on a framework of strategic policies which are linked to implementation plans.

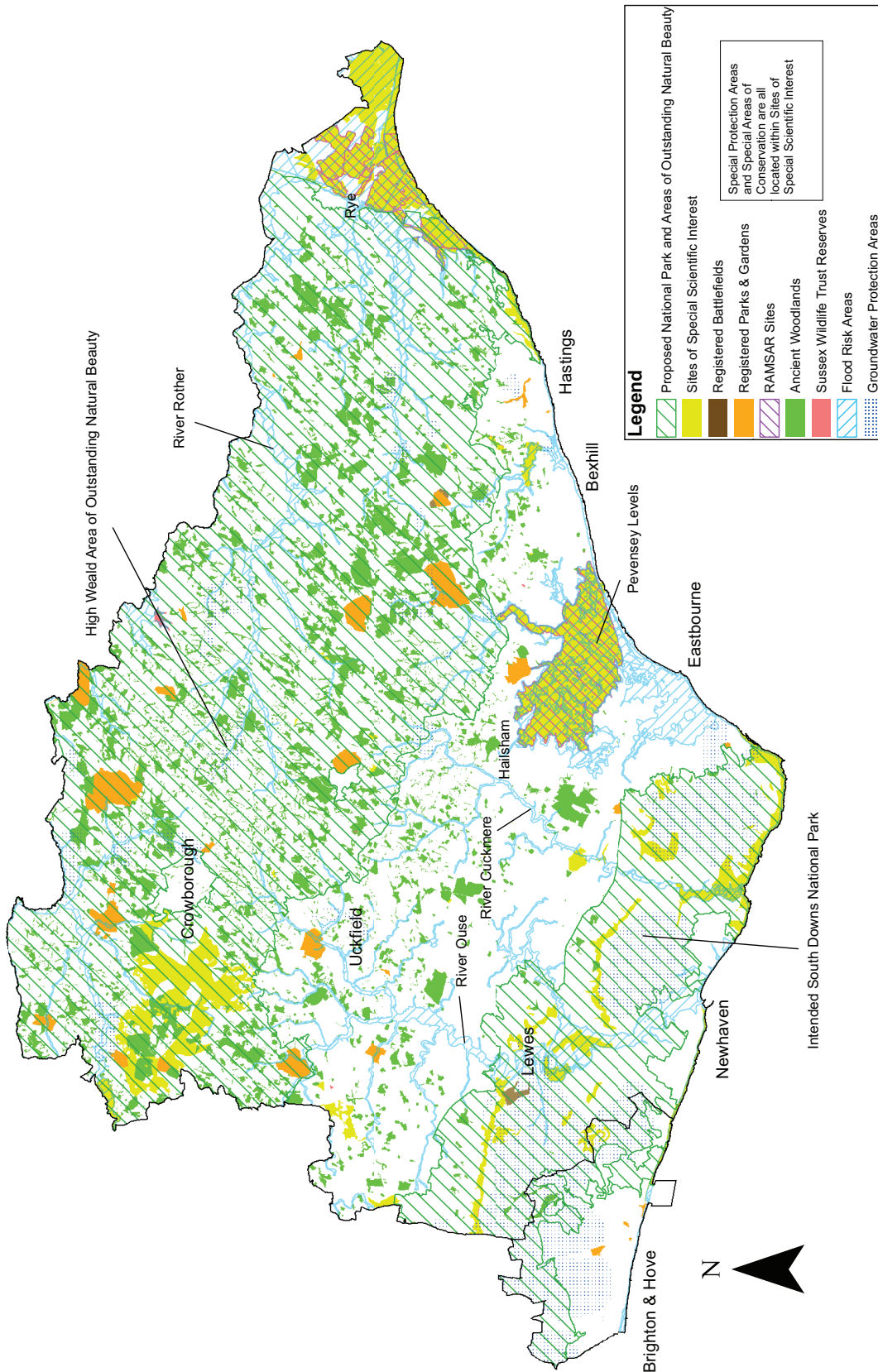
24.3 The Core Strategy policies and associated implementation plans include 'SMART' (Specific, Measurable, Achievable, Relevant and Time bound) targets, which can be monitored. Performance against these targets will be evaluated and reported on annually in the Annual Monitoring Report (AMR). The AMR will also consider the monitoring requirements of the sustainability appraisal report.

24.4 The AMR will be disseminated to relevant stakeholders. Dialogue with key delivery partners, including district and borough councils, the regional Partnership Board, the waste and minerals industry, community groups and the Environment Agency will take place on an annual basis, to review progress against the core strategy implementation plan.

24.5 A report on the AMR will be taken to the relevant East Sussex and Brighton & Hove Members for their consideration, including recommendations for necessary corrective actions to address missed targets.

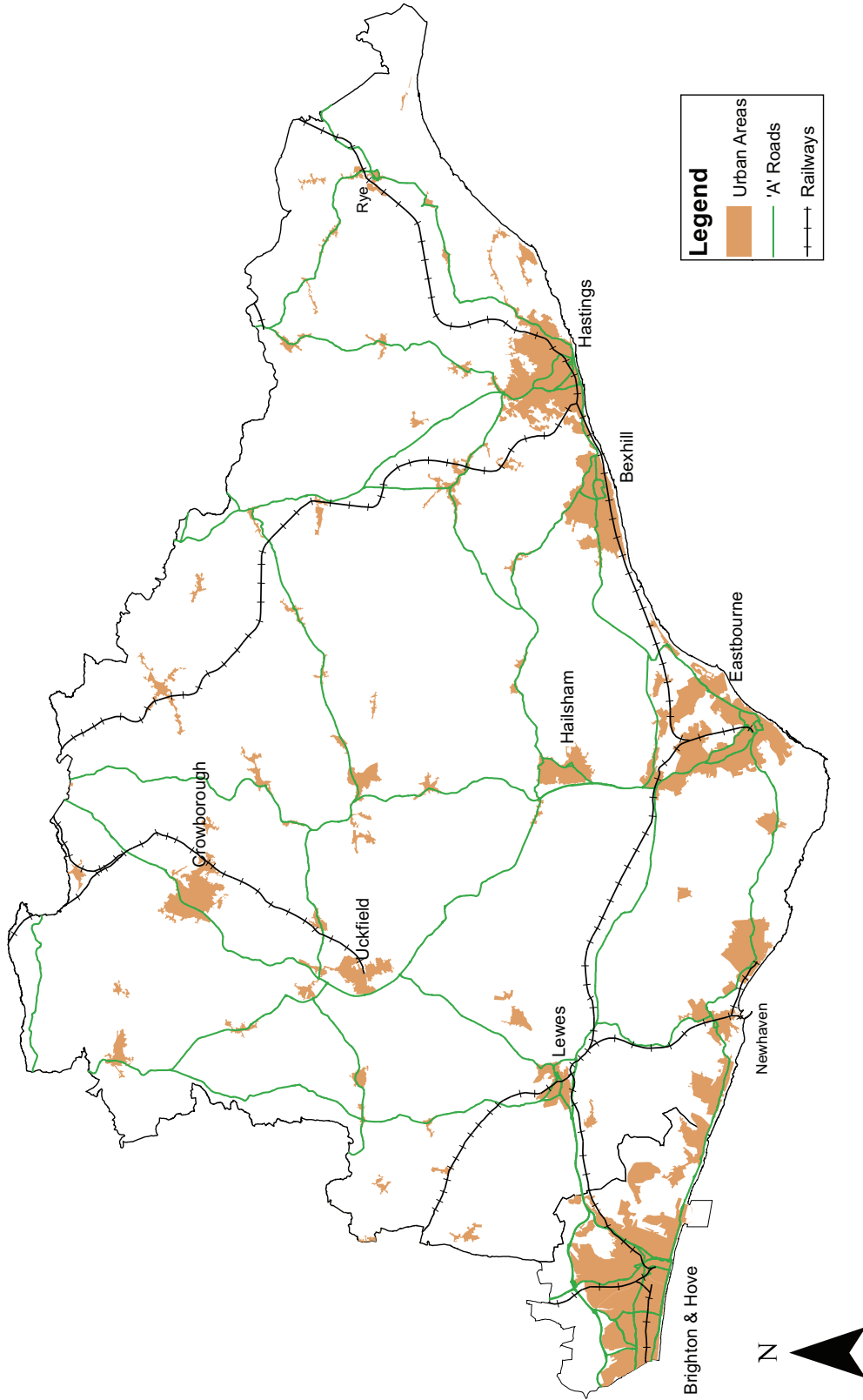
Plans - Waste

Waste and Minerals Core Strategy - Preferred Strategy
 Plan 1 - Environmental and Historical Constraints



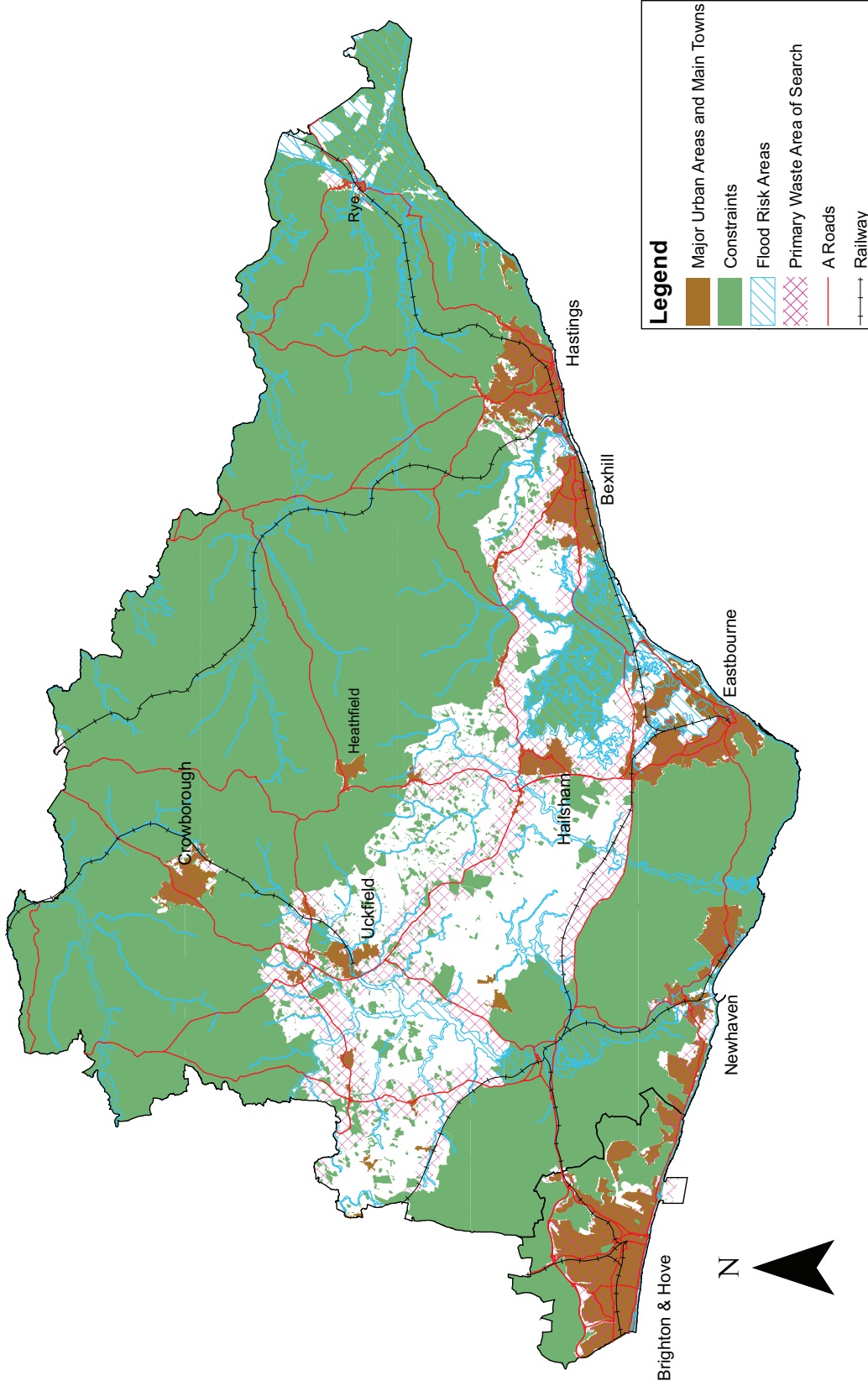
Plans - Waste

Waste and Minerals Core Strategy- Preferred Strategy
Plan 2- Locational Opportunities



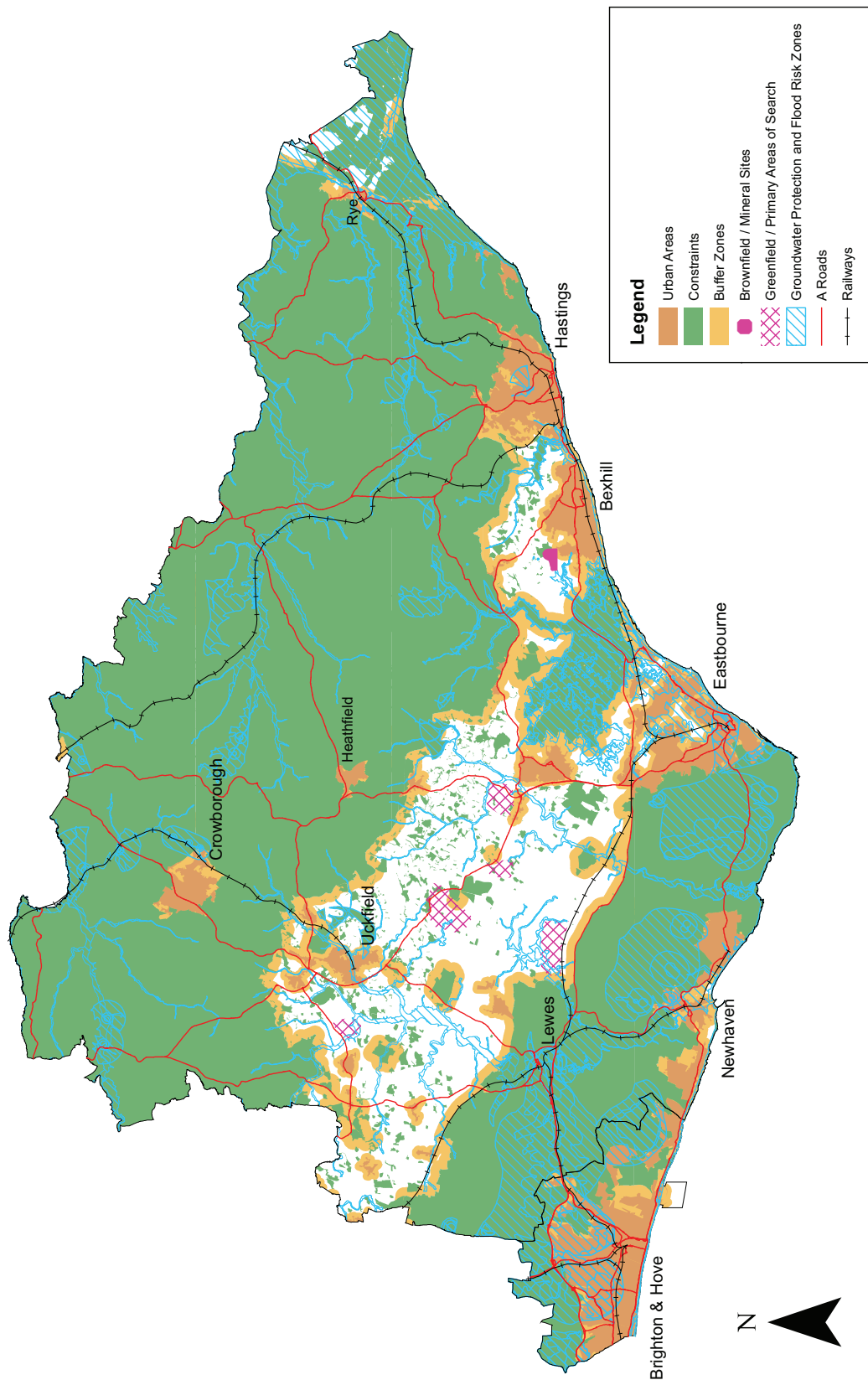
Plans - Waste

Waste and Minerals Core Strategy- Preferred Strategy
 Plan 3 - Area of Search for Strategic Waste Recovery Facilities

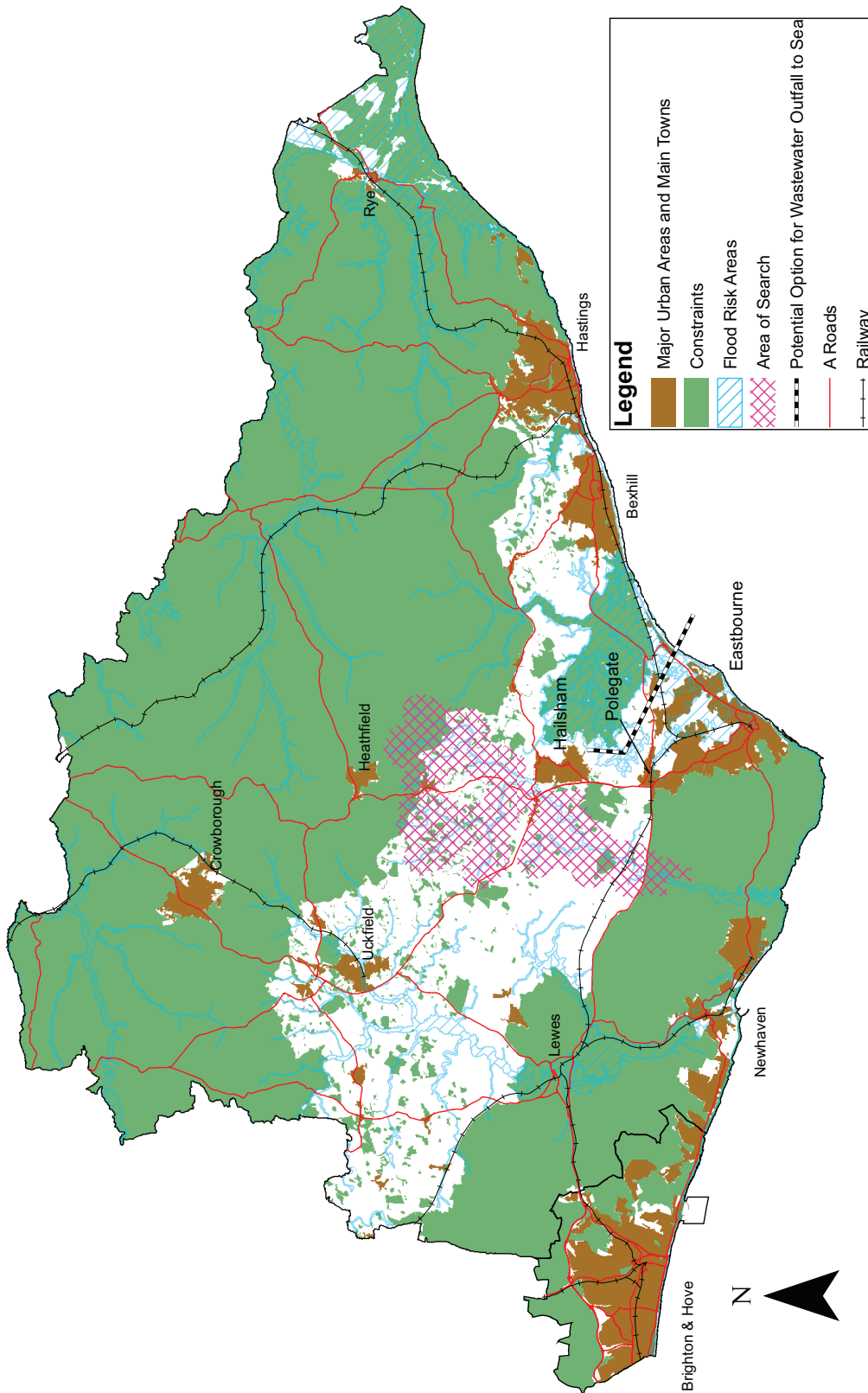


Plans - Waste

Waste and Minerals Core Strategy- Preferred Strategy
 Plan 4 - Locations for Land Disposal



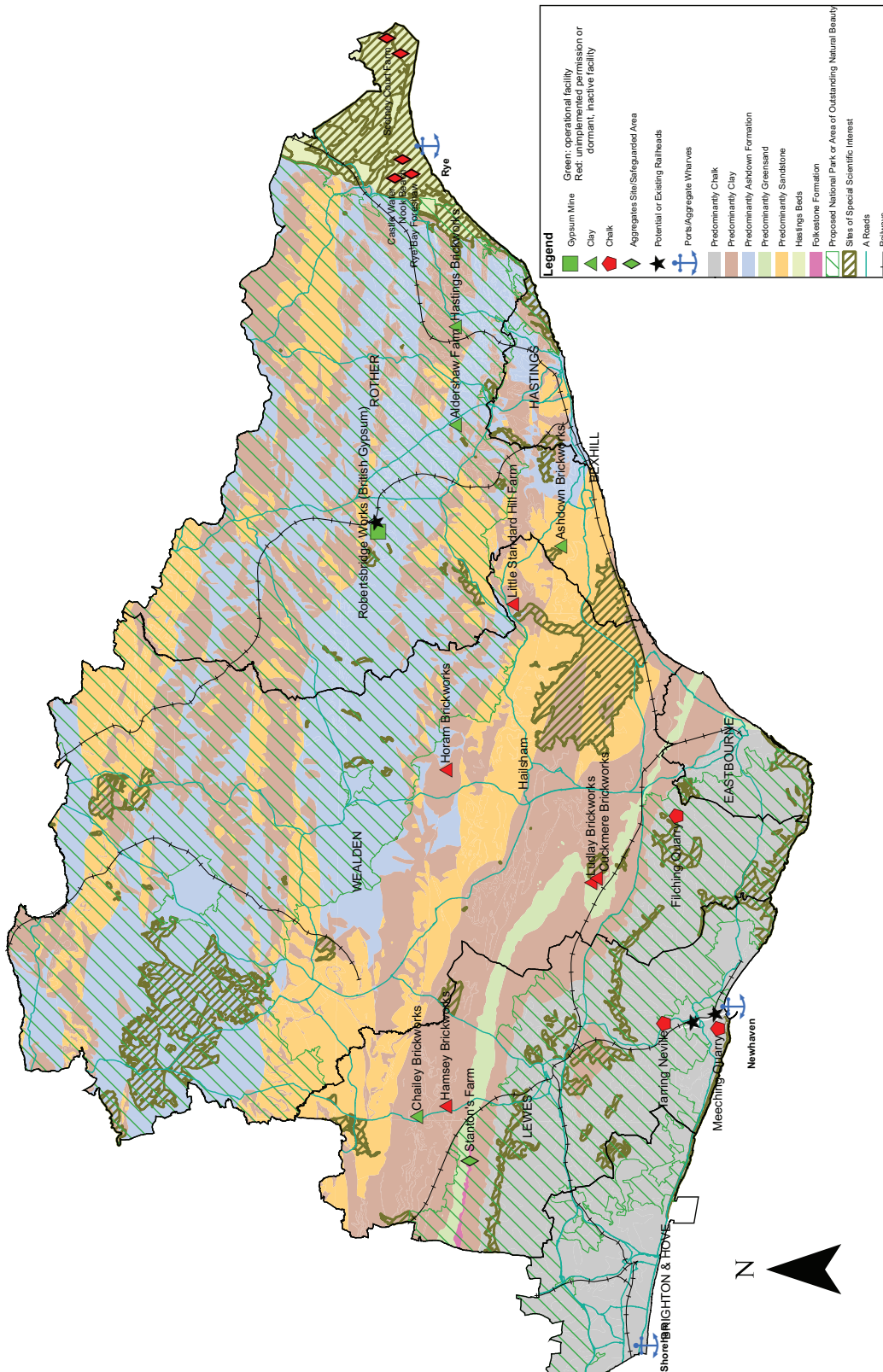
Waste and Minerals Core Strategy- Preferred Strategy
 Plan 5 - Area of Search for Wastewater Treatment Options (to serve Hailsham and Polegate)



Key Diagram - Minerals

Key Diagram - Minerals

East Sussex and Brighton & Hove Waste and Minerals Core Strategy
Key Diagram for Minerals



A Strategy for implementation

Appendix A Strategy for implementation

CS1a - Waste minimisation

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Minimise waste production	SO1, SO8	Preparation of appropriate strategies/policies, including Municipal Waste Management Strategies and possible Commercial and Industrial waste strategies	ESCC BHCC	District/borough councils Waste operators Waste Collection Authorities Waste Disposal Authorities businesses	Within two years of adoption, commence background work to inform the preparation of subsequent policy/strategy documents	Data on MSW and C&I waste growth and total waste volumes

CS1b - Waste minimisation during construction and demolition

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Waste minimisation during construction and demolition	SO1, SO6, SO8	Monitor content of Site Waste Management Plans, and Site Waste Minimisation Statements	ESCC BHCC	District/borough councils Developers Construction Industry Waste industry	All developments requiring planning permission	Data on quantity of C&D waste being disposed of to landfill and being recycled

Strategy for implementation A

CS2 - The Need for Additional Waste Recovery and Land Disposal Capacity

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure land currently used for waste management is safeguarded against development for non-waste uses.	SO3	Notify planning authorities of need to prevent development of waste facilities for non-waste uses. Object to development of waste facilities for non-waste uses.	ESCC BHCC	District/borough councils	Retention of existing waste management capacity	Waste Management Capacity
Ensure sufficient land is allocated for waste facilities to meet an identified need	SO2	Identification of primary areas of search in the Core Strategy, and allocation of suitable strategic locations in Waste Sites Document later on. Engagement with landowners of identified and allocated locations.	ESCC BHCC	Waste industry Statutory consultees including landowners	Numbers of additional sites for large/small scale recycling/composting and recovery facilities as set out in table CS2. Capacity for land disposal facilities as set out in table CS2.	Emerging waste growth and minimisation effect data. Allocated waste sites remain available for waste development.
Ensure sufficient new facilities are developed to meet an identified need	SO2	Identification of primary areas of search in the Core Strategy, and allocation of suitable strategic locations in Waste Sites Document later on.	The Waste Industry Waste Disposal Authorities	ESCC B&HCC Environment Agency Landowners	Number and capacity of operating facilities by given year in accordance with Table CS2.	Number of planning applications Number of planning permissions

A Strategy for implementation

CS3 – Meeting the need for new waste management capacity in accordance with the waste hierarchy

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure waste is managed as high up the Waste Hierarchy as possible	SO1	<p>Identification of primary areas of search in the Core Strategy, and allocation of suitable strategic locations in Waste Sites Document later on to allow the recovery of waste.</p> <p>Preparation of appropriate strategies/policies, including Municipal Waste Management Strategies and possible Commercial and Industrial waste strategies to consider the waste hierarchy</p>	<p>ESCC BHCC</p>	<p>Waste industry Statutory consultees including landowners</p>	<p>% waste targets as set out in policy CS3.</p> <p>■</p> <p>Numbers of additional sites for large/small scale recycling/ composting and recovery facilities as set out in table CS2.</p>	<p>Waste management data</p> <p>Allocated sites remain undeveloped and available for waste development.</p>

CS4 Distribution and scale of strategic waste recovery facilities

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Move waste management up the Waste Hierarchy	S08	<p>Capacity for treatment of residual waste (lower tiers of waste hierarchy) will be monitored</p> <p>Statement from developers how proposed facility supports movement up the waste hierarchy.</p>	<p>ESCC BHCC</p>	<p>Waste industry</p>	<p>Statement to accompany 100% of proposals for new facilities.</p>	<p>Annual monitoring report</p> <p>Updates to the need/capacity study</p>
Ensure appropriate scale and distribution of strategic facilities	S04	<p>Identification of primary areas of search in the spatial strategy and on proposals map</p> <p>Preparation of Waste Sites document</p>	<p>ESCC BHCC</p>	<p>Waste industry Waste disposal authorities</p>	<p>100% of new strategic facilities to be located in accordance with the spatial strategy and areas of search on the proposals map</p> <p>Commence preparation of Site Allocations document within 1 year of adopting Core Strategy</p>	<p>Development control decisions</p>

Strategy for implementation A

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure appropriate distribution of built facilities for management of C&I and MSW	S04	Identification of primary areas of search in the spatial strategy and on proposals map Preparation of Waste Sites document Municipal Waste Management Strategies	ESCC BHCC	Waste industry Waste collection authorities Waste disposal authorities	100% of new facilities to be located within the areas of search on the proposals map. Commence preparation of Site Allocations document within 1 year of adopting Core Strategy	Development control decisions
Identify contingency measures to ensure sufficient capacity	SO2	Identification of criteria for facilities	ESCC BHCC	Waste industry	Review capacity/need data regularly	Development control decisions Annual monitoring report

CS5a Sites for built facilities for recycling and recovery of MSW, C&I and temporary C&D facilities

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Direct development of new built waste facilities to the most appropriate sites	SO4 SO5	Identification of primary areas of search in the Spatial Strategy, plus criteria. Waste Sites document	ESCC BHCC	Waste industry	100% of new facilities to be located within the areas of search on the proposals map	Development control decisions Annual monitoring report

CS5b Sites for open air composting and for permanent open air C&D recycling

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Direct development of new open air composting and permanent C&D	SO4 SO5	Identification of primary broad Areas of Search in the Spatial Strategy, plus criteria	ESCC BHCC	Waste industry	100% of new facilities to be located within the areas of search on the proposals map	Development control decisions Annual monitoring report

A Strategy for implementation

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
facilities to the most appropriate sites						

CS5c Design of waste facilities to mitigate greenhouse gas impacts

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Minimise impacts of facilities on people and the environment	SO4	Identify criteria for assessment of development proposals Development control policies about design	ESCC BHCC	Waste industry Environment Agency	Proposals should minimise impacts where possible and mitigate where necessary	Development control decisions
Ensure climate change is taken into account in construction, design, and operation of new facilities	SO8	Development control policies about design Statement accompanying proposals	ESCC BHCC	Waste industry Developers	Statement to accompany 100% of proposals for new facilities	Development control decisions

CS6 The need for an appropriate distribution of land disposal facilities for residual waste in suitable locations

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure potential capacity at Ashdown Brickworks is developed	SO2 SO4 SO5	Identification and allocation of primary areas of search. Engagement with landowners and development partners where applicable.	ESCC BHCC Ibstock	waste industry. Statutory consultees (especially the Environment Agency)	Planning permission for capacity for land disposal facilities as set out in table CS2.	Pre- planning application discussions for land disposal facility by 2010. Planning application submitted, validated and registered for land disposal facility by 2011.

								Planning application granted for land disposal facility by 2012.
Where there is a demonstrable need, ensure sufficient new land disposal facilities are developed in appropriate locations.	SO2 SO4 SO5 SO7	Identification and allocation of suitable strategic locations for residual disposal to land	ESCC BHCC The Waste Industry	ESCC BHCC Environment Agency Land owners Waste Industry	Planning permission for land disposal capacity to meet additional demonstrated need.	Number of planning applications in primary areas of search. Number of planning permissions in primary areas of search.		

CS7 Wastewater treatment works capacity and sewage sludge treatment capacity

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure sufficient capacity for wastewater treatment and sewage sludge treatment	SO3	Waste Sites document	ESCC BHCC	Southern Water Environment Agency Natural England Wealden District Council	Commence preparation of Site Allocations document within 1 year of adopting Core Strategy	Development control decisions

A Strategy for implementation

CS8 Managing hazardous wastes

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
The development of certain types of hazardous waste management capacity within the Core Strategy Area should be promoted	SO3	Further identification of need in AMR. Identification of need in C&I waste strategy.	ESCC BHCC	Waste industry organisations Statutory consultees Environment Agency	Following types of facilities developed: - Land disposal capacity for Stable Non-Reactive Hazardous Wastes (SNHRW) arising from construction and demolition; - treatment capacity for healthcare wastes; - treatment capacity for oil wastes; treatment capacity for contaminated soils arising from construction and demolition; - treatment capacity for bottom ash (if hazardous) arising from operation ERF; - transfer of hazardous waste.	Hazardous waste management capacity
Existing capacity for the management of hazardous waste, including for imports should be safeguarded	SO3	Object to redevelopment of existing hazardous waste management facilities	ESCC BHCC Waste Industry	ESCC BHCC Environment Agency Landowners	Existing capacity for the management of hazardous waste is retained.	Hazardous waste management capacity

Strategy for implementation A

CS9 Sustainable, efficient, and hierarchical management and use of minerals in East Sussex and Brighton & Hove

POLICY AIM	SUCCESSION	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
<p>Ensure sufficient land is allocated for landwon aggregates to meet landbank</p>	<p>6</p>	<p>Identification and allocation of suitable strategic locations Engagement with allocated locations landowners</p>	<p>ESCC BHCC</p>	<p>Minerals industry organisations Statutory Consultees</p>	<p>Meet landbank requirements over plan period</p>	<p>Sufficient primary aggregates produced over plan period</p>
<p>Ensure sufficient facilities are developed to produce alternative materials</p>	<p>6</p>	<p>Identification and allocation of suitable strategic locations</p>	<p>The Minerals Industry</p>	<p>ESCC BHCC Environment Agency Land owners</p>	<p>Sufficient secondary materials produced over the plan period</p>	<p>Sufficient facilities to meet the demand for secondary materials</p>

A Strategy for implementation

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Promote where possible secondary and recycled materials in preference to primary materials.	S	Programme of awareness raising encouraging responsibility for reducing the amount of minerals used	ESCC BHCC	Individuals, organisations and local businesses	Reduced amount of primary minerals used, and increase in use of secondary materials.	Secondary and recycled materials being used in preference to primary materials

CS10a safeguarding of mineral resources

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure a timely supply of minerals to meet national and regional and local demand	SO3 SO4	Identification and safeguarding of land-won resources and identifying consultation areas where potential future resources are Development control processes	ESCC BHCC	Districts and Boroughs Minerals Industry	Regional and sub-regional targets for land-won resource are set out in the South East Plan	Number of new applications for working known resource areas

Strategy for implementation A

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
				Statutory consultees		Number of applications for built development on safeguarded or consultation areas

CS10b Safeguarding of wharf and rail facilities

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure a timely supply of minerals to meet national and regional and local demand	SO3 SO4	Identify and safeguard sites and capacities at wharves and railheads Development control processes	ESCC BHCC	Districts and Boroughs Port Authorities Minerals Industry Statutory consultees Network Rail	Targets for marine won resource in South East Plan Annual monitoring of wharf status (active or redundant) Number of applications for built development on wharves	Number of new applications for working known resource areas Annual monitoring of wharf status (active or redundant) Number of applications for built development on wharves

CS11a contributing to local, regional and national aggregates provision

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR

A Strategy for implementation

Ensure a timely supply of minerals to meet national and regional and local demand - contribute to local, regional and national aggregates provision	S03 S04	Safeguarding existing land won permissions, recycling facilities, marine wharves (see policies CS10a and CS10b) Encourage recycling and reuse of aggregates (see policies CS4, CSa5, CS5b)	ESCC BHCC	Landowners minerals operators Port authorities District/borough Councils neighbouring County Councils	Achievement of apportionment level - 0.07mtpa production of sand and gravel over the period until 2026. Land-won aggregate sites implemented and producing aggregate in line with predicted rates and dates. Safeguarded sites remain in permitted use or are implemented in line with anticipated production. Maintenance of sufficient supplies of marine dredged and crushed rock imports through the 3 ports in the Plan area to meet local and regional over the period until 2026. Overall wharf capacity is not lost to alternative uses Production rates of recycled/secondary aggregates are maintained and/or increased	Annual monitoring report of supply of land won and marine aggregates, and recycled aggregates. Annual monitoring of wharf status (active or redundant)
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CS11b Meeting national requirements and regional development needs for clay

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure that existing sites with short-falls have enough clay for the next 25 years	S03, S04	Implement extensions or the extraction of further reserves within the site Import clay to existing sites	The brick clay industry	ESCC BHCC landowners	Identification of available clay, sufficient for the next 25 years. Retention of existing sites and continued manufacturing of bricks at these sites	Number of planning applications/permissions

Strategy for implementation A

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure that a sufficient supply of clay for flood defences is available, if required, whilst retaining necessary reserves for brick-making	S04	Provide clay or alternative materials from existing sites Provide clay or alternative materials from new sites	The brick clay industry Environment Agency	ESCC BHCC landowners	Appropriate provision for flood defences. Meeting identified need within the plan period without prejudicing supply of clay for brick-works.	Number of planning applications/permissions

CS12 Gypsum

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure a timely supply of minerals to meet national and regional and local demand - maintain supplies to and from British Gypsum works	S03 S04	Safeguarding reserves, site including railway line from inappropriate development (see issue M2). Considering any applications for imports, processing and production favourably subject to no unacceptable adverse impact	ESCC	Landowners, British Gypsum, construction industry, District and Borough Councils.	Maintain a permitted reserve of underground gypsum at the Robertsbridge works sufficient to last at least 20 years at current production rates. Maintain adequate supplies of gypsum (from various sources eg imports of natural, recycled, and DSG gypsum) to enable production at the plasterboard factory over the Plan period.	Planning applications

A Strategy for implementation

CS13 On-shore oil and gas exploration, extraction, and development

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Ensure a timely supply of minerals to meet national and regional and local demand	S03 S04	Development control processes	ESCC BHCC	Oil and Gas industry National Government Statutory Consultees	There is no delivery target for this option.	<p>Permissions for exploration are subsequently followed up by applications for drilling.</p> <p>A viable resource is found but applications cannot be granted due to material planning considerations.</p> <p>There is no detrimental impact to the AONB or any other environmentally sensitive designated site caused by this type of development</p> <p>Viable resources are discovered and developed to align with national policy.</p>

CS14 - Protection of designated areas and reducing the environmental impact of minerals development

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
To protect designated habitats and reduce environmental impact	SSO4	Development Control polices about environmental protection	BHCC ESCC	Minerals industry organisations Statutory environmental bodies	Not approving mineral development which proposes unacceptable harm. Protecting designated areas from mineral development unless exceptional circumstances prevail.	AMR of applications and approvals

Strategy for implementation A

CS15 - Support sustainable means of transporting minerals within and in and out of the plan area

POLICY AIM	SPATIAL OBJECTIVE	DELIVERY MECHANISM	LEAD DELIVERY BODY	KEY DELIVERY PARTNERS	DELIVERY TARGET (how much, when, where)	DELIVERY INDICATOR
Encourage sustainable transport of minerals	SSO5	Identification and safeguarding of rail and wharf facilities (see CS10b) Statement from developers to show how sustainable transport has been taken into account	BHCC ESCC	Minerals Operators District/borough councils Network Rail Port Authorities	Statement to accompany all proposals	Development control decisions

B Glossary and abbreviations

Appendix B Glossary and abbreviations

Glossary

Aggregates – sand, gravel, crushed rock that is used in the construction industry to make things like concrete, mortar, drainage, and asphalt. For secondary or recycled aggregates, see below.

Agricultural waste – waste from a farm or market garden including pesticide containers, tyres, and old machinery.

Annual Monitoring Report (AMR) – assesses the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being achieved.

Apportionment – the allocation between minerals and waste authorities of the total regional amount of required mineral production or quantities of waste to be managed, for a particular period of time. These requirements are set out in the South East Plan.

Area of Outstanding Natural Beauty (AONB) – area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty.

Biodegradable – materials that can be broken down by naturally-occurring micro-organisms. Examples include food, garden waste, and paper.

Biodiversity Action Plan (BAP) - strategy prepared by the local planning authority together with nature conservation organisations to aimed at protecting and enhancing the biological diversity.

Biological Diversity / Biodiversity - The variety of life including plants, animals and micro-organisms, ecosystems and ecological processes.

Climate change – long-term changes in temperature, precipitation, wind and all other aspects of the earth's climate.

Commercial and Industrial waste - waste from factories, or premises used for the purpose of trade or business, sport, recreation or entertainment.

Composting – the break down of organic matter aerobically (in presence of oxygen) into a stable material that can be used as a fertiliser or soil conditioner.

Construction and Demolition waste - Waste arising from the building process comprising demolition and site clearance waste and builder's waste from the construction/demolition of buildings and infrastructure. Includes masonry, rubble, and timber.

Core Strategy - sets out the long-term spatial vision for local planning authority area and the strategic policies and proposals to deliver that vision.

Development Plan Documents (DPDs) - Spatial planning documents that are subject to independent examination. They will have 'development plan' status. A Core Strategy DPD and a Site Allocations DPD are key parts of any Local Development Framework or Waste and Minerals Development Framework.

Glossary and abbreviations B

Energy Recovery – covers a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through processes such as incineration with electricity generation, gasification or pyrolysis.

Environment Agency (EA) – Government advisors that aim to protect and improve the environment (including air, land and water).

Environmental Impact Assessment (EIA) - study to evaluate the likely environmental impacts of a development, together with an assessment of how the severity of the impacts could be reduced. The EIA is prepared by and is the responsibility of the applicant and the resulting documentation is termed an ‘Environmental Statement’.

Greenfield site – site previously unaffected by built development.

Greenhouse gases – gases such as methane and carbon dioxide that contribute to climate change.

Groundwater - water held in water-bearing rocks, in pores and fissures underground.

Hazardous waste -waste that may be hazardous to humans and that requires specific and separate provision for dealing with it. Categories are defined by regulations. Now includes many “everyday” items such as electrical goods. Previously referred to as Special Waste.

Incineration – burning of waste at high temperatures under controlled conditions. This results in a reduction bulk and may involve energy reclamation. Produces a burnt residue or 'bottom ash' whilst the chemical treatment of emissions from the burning of the waste produces smaller amounts of 'fly ash'.

Inert waste -waste that does not normally undergo any significant physical, chemical or biological change when deposited at a landfill site. It may include materials such as rock, concrete, brick, sand, soil or certain arisings from road building or maintenance. Most of the category “construction and demolition” waste is inert waste.

Industrial waste - wastes from any factory, transportation apparatus, from scientific research, dredging, sewage and scrap metal.

Issues and Options stage – first formal stage in preparing a Development Plan Document. Identifies and gathers information on key issues, and considers various options for addressing those issues.

Landbank - the reserve of unworked minerals, which may be identified or for which planning permission has been granted. It can include dormant sites or currently non-working sites and can be expressed in weight or time or area e.g. ‘the operator has a landbank of only 5 years for gravel extraction’.

Landfill– permanent disposal of waste into the ground by the filling of man-made voids or similar features,.

Landfill gas – gas generated by the breakdown of biodegradable waste within landfill sites, consists mainly of methane and carbon dioxide.

B Glossary and abbreviations

Landfill tax – Government-introduced tax on waste disposed of at landfill sites. Aims to encourage more sustainable waste management methods.

Landraise - permanent disposal of waste material above ground, resulting in the raising of the ground level.

Local Development Framework (LDF) – folder of local development documents and other items prepared by district councils and unitary authorities, that outline the spatial planning strategy for the local area.

Local Development Scheme – the programme for the preparation of local development documents.

Local Plan – part of the statutory development plan that sets out detailed development policies prepared by district and unitary planning authorities. This form of plan is being replaced by Local Development Frameworks since the coming into force of the Planning and Compulsory Purchase Act 2004.

Marine aggregates – aggregates sourced by dredging from the sea bed rather than being dug from the land.

Marine borne material - sand and gravel that is taken from the sea bed and imported to land.

Mineral Local Plan – a statutory development plan that sets out the policies in relation to minerals within the minerals planning authority (unitary or county council). This form of minerals plan is being replaced by Minerals Development Frameworks since the coming into force of the Planning and Compulsory Purchase Act 2004.

Minerals Planning Authority – the planning authority responsible for planning control of minerals development.

Mitigation measures – actions to prevent, avoid, or minimise the actual or potential adverse affects of a development, action, project, plan, or policy.

Municipal waste/municipal solid waste (MSW) – waste that is collected by a waste collection authority. Mostly consists of household waste, but can also include waste from municipal parks and gardens, beach cleansing, waste resulting from clearance of fly-tipped materials, and some commercial waste.

National Park - An area designated by the Countryside Agency (now Natural England,) under the National Parks and Access to the Countryside Act 1949 (as amended). The statutory purposes of National Parks are conservation of the natural beauty of the countryside and promotion of its public enjoyment.

Natural England - the Government's advisor on the natural environment.

Non-inert waste - Waste that is potentially biodegradable or may undergo any significant physical, chemical or biological change when deposited at a landfill site. Sometimes referred to as “non-hazardous waste” in EU Directives.

Glossary and abbreviations B

Oil/gas development - The possible drilling of additional wells to drain the reservoir, and the construction of facilities to collect and transport the oil and/or gas.

Oil/gas exploration - Following identification by survey of a sub-surface geological feature of interest, the drilling of a borehole to determine firstly whether or not oil and/or gas are present and secondly the likely size of any resources discovered. Drilling is the only known method of determining the presence of oil or gas.

Options Testing Dialogue (OTD) - The process through which East Sussex County Council and Brighton & Hove City Council discussed and 'tested' the revised waste and minerals issues and options with key stakeholders between September and December 2008.

Planning permission - formal consent given by the local planning authority to develop and use land.

Primary aggregates – naturally-occurring mineral deposits that are used for the first time.

Recycled aggregates - are derived from reprocessing waste arisings from construction and demolition activities (concrete, bricks, tiles), highway maintenance (asphalt planings), excavation and utility operations. Examples include recycled concrete from construction and demolition waste material, spent rail ballast, and recycled asphalt.

Recovery - obtain value from wastes through one of the following means:

- Recycling
- Composting
- Other forms of material recovery (such as anaerobic digestion)
- Energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis or other technologies). Note that the European Court of Justice has ruled that energy obtained from packaging waste through a dedicated municipal incinerator may no longer be called recovery.

Residual waste – the waste remaining after materials have been recovered from a waste stream by re-use, recycling, composting or some other recovery process.

Restoration - methods by which the land is returned to a condition suitable for an agreed after-use following the completion of waste or minerals operations.

Secondary Aggregates - usually the by-products of other industrial processes Examples include blast furnace slag, steel slag, pulverised-fuel ash (PFA), incinerator bottom ash, furnace bottom ash, recycled glass, slate aggregate, china clay sand, colliery spoil.

Sewage Sludge or Sludge - the semi-solid or liquid residue removed during the treatment of wastewater.

South East England Partnership Board - an organisation made up of representatives from the South East England Development Agency and South East England Leaders' Board, with responsibility for preparing the Regional Strategy for south-east England. The Partnership Board was created following the dissolution of the South East England Regional Assembly on 31 March 2009.

B Glossary and abbreviations

SEERA – South East England Regional Assembly. Government-appointed body which controls strategic planning for the south east region. SEERA was dissolved on March 31 2009, to be replaced by the South East England Partnership Board.

Soundness – in accordance with national planning policy, local development documents must be ‘soundly’ based in terms of their content and the process by which they were produced. They must also be based upon a robust, credible evidence base. There are nine tests of soundness.

South East Plan – the Regional Spatial Strategy for the South East region, was prepared by the South East England Regional Assembly and published in 2009.

Special Area of Conservation (SAC) - designation made under the Habitats Directive to ensure the restoration or maintenance of certain natural habitats or species.

Special Protection Area (SPA) – designation made under the Birds Directive to conserve the best examples of the habitats of certain threatened species of birds.

Statutory consultee - Organisations with which the local planning authority must, by regulation, consult with on the preparation of its land use plan or in determining a planning application. Includes the Environment Agency, Natural England and English Heritage.

Statutory Undertaker -

Structure Plan – framework of strategic planning policies, produced by East Sussex County Council and Brighton & Hove City Council. The Structure Plan has ceased to be a statutory planning document following the publication of the South East Plan in May 2009.

Sustainability Appraisal - a tool for appraising policies to ensure they reflect sustainable development objectives. The Planning and Compulsory Purchase Act requires a sustainability appraisal to be undertaken for all development plan documents.

Sustainable Community Strategy – statutory strategy for promoting the economic, social and environmental well-being of the area. Prepared through partnership working between statutory sector providers, the community and voluntary sector, businesses, residents and the local authority.

Sustainable development – various definitions, but in its broadest sense it is about ensuring well-being and quality of life for everyone, now and for generations to come, by meeting social and environmental as well as economic needs

Transfer Station - a bulk collection point for waste prior to its removal for disposal.

Waste and Minerals Development Framework (WMDF) – portfolio of plans and policies about waste and minerals planning.

Waste Collection Authority – local authority that has a duty to collect household waste, -usually district or unitary authorities.

Waste Disposal Authority – local authority responsible for managing the waste collected by the collection authorities, and the provision of household waste recycling centres - usually county or unitary councils.

Glossary and abbreviations B

Waste Planning Authority – local planning authority responsible for planning control of waste management and disposal - usually county or unitary councils.

Waste Local Plan - a statutory document that sets out the land-use policies in relation to the management and disposal of waste within the plan area. This form of waste plan is being replaced by a Waste Development Frameworks following the coming into force of the Planning and Compulsory Purchase Act 2004.

Waste water - the water and solids from a community that flow to a sewage treatment plant operated by a water company.

B Glossary and abbreviations

Abbreviations

AMR	Annual Monitoring Report
AONB	Area of Outstanding Natural Beauty
BAP	Biodiversity Action Plan
BG	British Gypsum
C&D	Construction and demolition waste
C&I	Commercial and industrial waste
DPD	Development Plan Document
DSG	Desulphurgypsum
EA	Environment Agency
EfW	Energy from Waste
EIA	Environmental Impact Assessment
HWRS	Household Waste Recycling Site
LDF	Local Development Framework
LNR	Local Nature Reserve
LTP	Local Transport Plan
MPA	Minerals Planning Authority
MPS	Minerals Policy Statement
MRF	Materials Recycling/Recovery Facility
MSW	Municipal Solid Waste
OTD	Options Testing Dialogue
PPS	Planning Policy Statement
RPG9	Regional Planning Guidance 9 (for the South East)
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SDNP	South Downs National Park (intended)

Glossary and abbreviations B

SEEDA	South East England Development Agency
SEERA	South East England Regional Assembly
SSSI	Site of Special Scientific Interest
SPA	Special Protection Area
SPD	Supplementary Planning Document
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WPA	Waste Planning Authority
WMDF	Waste and Minerals Development Framework
WwTW	Waste water Treatment Works

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Evidence base documents to be published

Information Papers:

1. The Future Need for Waste Management
2. The Future Need for Minerals Production and Management
3. Sustainable Resource Use and Management
4. Waste Management Methods and Technologies
5. Residual Waste Disposal
6. Spatial Portrait of East Sussex and Brighton & Hove
7. Hazardous Waste
8. Transportation of Waste and Minerals
9. Climate Change and Waste and Minerals
10. Wastewater and Sewage Sludge Treatment

Studies and assessments:

- Aggregate Resource Analysis
- Appropriate Assessment
- Combined Heat and Power (CHP) Feasibility Study
- Climate Change Assessment
- Defining Strategic Waste Management Facilities
- Equalities Impact Assessment
- Hazardous Waste Study
- Residual Waste from London Study
- Minerals Supply and Demand Study
- Strategic Flood Risk Assessment
- Site Identification Study
- Road Transport Impact Assessment
- Waste Minimisation Study
- Wastewater and Sewage Sludge
- Sustainable Transport Feasibility Study

Responses to the consultation on the Waste and Minerals Issues and Options document

Sustainability Appraisal

Options Evaluation document

Non-Technical Summary

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Introduction

This Non-Technical Summary provides a brief overview of the process and outcomes of the Sustainability Appraisal (SA) of the East Sussex and Brighton & Hove Waste and Minerals Core Strategy - Preferred Options which underpin the 'Preferred Strategy'. Detailed findings can be found in the full SA Report which is available on the website at <http://consult.eastsussex.gov.uk>.

The SA Report of the Preferred Options supports the Core Strategy 'Preferred Strategy' consultation document. Both documents are published for consultation for a 6 week period between 21 October 2009 and 2 December 2009. Statutory consultees, members of the public and other stakeholders therefore have the opportunity to comment on the SA Report alongside the Core Strategy.

Waste and Mineral Core Strategy – Preferred Strategy

The 'Preferred Strategy' is the second stage of consultation on the document called the Waste and Minerals Core Strategy, which will set out the Councils' over-arching strategic and broad spatial planning policies concerning waste management and minerals production in East Sussex and Brighton & Hove to 2026.

The Core Strategy will also propose potential strategic locations for waste management which are areas of particular importance because they are key to ensuring that the Core Strategy can be delivered.

The Core Strategy is the first part of a suite of waste and minerals planning policy documents collectively called the Waste and Minerals Development Framework. This will replace the East Sussex and Brighton & Hove Waste Local Plan and the East Sussex and Brighton & Hove Minerals Local Plan.

The Waste and Minerals Development Framework will be made up of the following Development Plan Documents:

- Waste & Minerals Core Strategy
- Minerals Sites
- Waste Sites

Purpose of a Sustainability Appraisal

Under the Planning and Compulsory Purchase Act 2004 all Local Planning Authorities are required to undertake an SA of Development Plan Documents including those for the management of waste and minerals. The SA must also satisfy the requirements for a Strategic Environmental Assessment (SEA) in accordance with the requirements of European Directive 2001/42/EC. Whilst SEA only assesses the impact of plans on the environment, SA assesses the sustainability of a plan, and therefore includes social and economic issues as well as environmental.

The purpose of an SA is to promote sustainability, to ensure that Development Plan Documents contribute to sustainable development by integrating considerations of social, environmental and economic impacts into the plan preparation process. The SA achieves this by identifying and reporting on the likely effects of a plan and determining the extent that it will contribute to sustainable development. For example it assesses the plans likely impacts on air quality either from developments or from transporting waste and minerals, particularly in sensitive areas such as those close to communities or where poor air quality has already been identified.

The Sustainability Appraisal Process

Government guidance 'Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks' suggests that SEA and SA are carried out using a combined methodology. The five stages of SA are:

- Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope.
- Stage B: Developing and refining the options and assessing effects.
- Stage C: Preparing the Sustainability Appraisal Report.
- Stage D: Consulting on the preferred options of the Plan and SA Report.
- Stage E: Monitoring the significant effects of implementing the Plan.

This period of consultation forms Stage D of this process and the SA report describes the process and findings of Stage A and B.

Sustainability Context

The first part of Stage A of the SA process involved establishing the evidence base for the appraisal. It has involved a review of policies, plans and programmes, and the collection of baseline information.

A review was undertaken of policies, plans and programmes which are relevant to sustainable development in the plan area and to the management of waste and minerals. This set the policy context for the plan. The review identified the key sustainable development policy objectives and relevant targets which have fed into the identification of sustainability issues. The list of documents and key findings is provided in Chapter 2 of the SA report and the full review is available on the website at <http://consult.eastsussex.gov.uk>.

The collection of baseline information helped to provide a basis for predicting and monitoring effects of the Core Strategy and has also helped in identifying sustainability issues and problems. Key findings are provided in Chapter 2 of the SA report and the full baseline data table and maps are available on the website at <http://consult.eastsussex.gov.uk>.

Sustainability Issues

The sustainability issues were identified with reference to the baseline information and the policy review. The main issues for sustainable development in the plan area and which are relevant to the management of waste and minerals are summarised in the following table. The full discussion of issues and how the Core Strategy can address them can be found in Chapter 2 of the SA Report.

Table 1.1 Key Sustainability Issues

Issue	Discussion
Health inequalities	Major health inequalities exist within the plan area. High level health indicators show that communities predominantly in the rural north exhibit relatively good health compared to national averages while the coastal towns have neighbourhoods where health is well below the national average.
Waste generation	There has been a continual but small decline in municipal waste generation over the five year period to 2008. In contrast commercial and industrial waste has increased though detailed data on this waste stream and commercial and industrial waste is poor.
Waste recovery and diversion from landfill	Municipal waste going to landfill decreased significantly in 2007/08 to 57% in East Sussex and 59% in Brighton & Hove. The percentage is still high compared with the South East. 60% of all Construction and Demolition

	<p>waste arising in the plan area is sent to landfill rather than being reused or recycled. Data on Construction and Demolition waste and Commercial and Industrial waste is poor.</p> <p>If national and regional targets are to be met more needs to be done to divert waste to more sustainable methods.</p>
Increase marine dredged and secondary and recycled aggregates	Data on the supply and use of secondary and recycled aggregates is incomplete. However, regional trends indicate that these aggregates are becoming an increasing component of supply. Despite its regional significance, landings of marine dredged aggregates in the plan area have remained low with a slight increase in 2007.
Water quality	<p>The quality of water bodies in the plan area is considered to be generally good and improving. With the introduction of the Water Framework Directive, EU member states must ensure that, at a minimum, no deterioration of water quality should take place.</p> <p>Key pressures on the water environment in the plan area include climate change, diffuse pollution, and growth in per capita consumption of water. A significant issue for the Core Strategy is waste water treatment and ensuring that growth in the plan area is catered for without compromising water quality or the integrity of designated habitats.</p>
Increased water consumption	<p>The provision of adequate supplies of water in the South East is an issue which is of particular concern to the plan area. Whilst Southern Water's Brighton & Hove area demonstrated a surplus in supply in 2006/07, the majority of East Sussex remained in deficit.</p> <p>In light of climate change and development pressures it is clear that the water companies will need to both develop new sources of supply and raise awareness of the need to reduce consumption in order to maintain a sustainable supply.</p>
Flood risk	<p>The plan area is subject to flood risk in a number of locations and to varying degrees. Surface water flooding is a predominant risk in many of the urban areas, but this is compounded by fluvial and/or coastal risk in locations such as Lewes, Newhaven, Uckfield, Eastbourne and Rye.</p> <p>It is evident that climate change will introduce greater instability to weather systems, leading to more intense summer rainfall, increased storminess and generally higher rainfall during the winter months, in turn increasing the risk of flooding.</p>
Climate change	<p>Mitigation – man made emissions of Greenhouse Gases (GHG) are driving the pace and severity of climate change. CO₂ represents the greatest issue given the volume emitted, but other GHGs such as methane are more potent and associated with waste management techniques. National policy is geared towards reducing emissions and shifting away from a carbon economy. Waste management and the minerals industry have roles to play in reducing the amount of energy used in managing waste, supporting renewable technologies and promoting waste minimisation.</p> <p>Adaptation – evidence suggests that there is some 50 years of climate change in the pipeline which society will have to adapt to. The extent and severity of this change is difficult to predict, but we can expect warmer summers, wetter winters, greater frequency of extreme weather events, increased storminess and higher sea levels. A key issue for the Core Strategy to adopt is the recognition that past weather patterns are no longer an accurate indicator of future conditions.</p>

Air quality	<p>Poor air quality in the plan area is found in key settlements in the plan area, with Brighton & Hove, Lewes and Hastings containing Air Quality management Areas (AQMAs). The trend is worsening; Brighton & Hove's AQMA has been extended and the prospect of designating an AQMA at Newhaven is currently under investigation.</p> <p>Road transport emissions are the principal cause of poor air quality in the plan area. Consequently, the Core Strategy will need to consider how it minimise adverse effects on air quality.</p>
Transport	<p>The growth in road transport has not been met by the necessary improvements to the highway network. As a result congestion and traffic related air pollution represent the key environmental challenges facing the plan area.</p> <p>Available data on transport growth does not extend as far as detailing waste and minerals related movements. Despite this absence, it is evident that minerals and waste movements are minor in comparison with the total volume of traffic.</p> <p>Nonetheless, the Core Strategy must promote a strategy which reduces the level of road traffic and maximise opportunities for alternative modes wherever practicable.</p>
Quality landscapes and historic environments	<p>The plan area enjoys a varied and high quality natural, built and cultural environment. The number and importance of designations, including Areas of Outstanding Natural Beauty and proposed National Park, demand that appropriate regard is paid to their integrity.</p> <p>Although a great deal of the plan area's cultural heritage is identified as designated features, sites and landscapes, it is evident that a considerable archaeological resource remains undiscovered this potential will need to be taken into account when developing in the plan area.</p>
Sites of important biodiversity and geodiversity	<p>The plan area is notable for its high incidence of biodiversity designations, ranging from international to local significance. Despite this concentration of valuable habitats, (which in the case of SSSIs a large number are improving in condition), certain bird populations are in decline. This gives rise to particular concerns as bird populations provide a valuable indicator of the general health of the biodiversity in the area, and emphasises the need to exploit opportunities to enhance biodiversity wherever possible.</p>
Rising energy consumption	<p>The use of energy is inevitably linked to efforts to mitigate climate change and reduce Greenhouse Gas emissions. Available data indicates that whilst the industrial/commercial consumption of gas has declined, the use of electricity has increased. It is evident that government policy on reducing emissions and promoting energy security will act as a downward pressure on the inefficient use of energy.</p>
Growth	<p>Parts of the plan area will experience significant growth over the lifetime of the South East Plan (2006 – 2026). Some 40 000 dwellings will be constructed over this period with employment development and other infrastructure to support it. The majority of development will take place along the coastal strip, in the form (for example) of strategic development aimed at regenerating ailing local economies such as Hastings and Bexhill, or significant urban extensions in south Wealden.</p> <p>Development of this scale will require the necessary minerals and aggregates during construction, and will generate greater demand for waste management and waste water treatment when in use.</p>

Sustainability Appraisal Framework

The second part of Stage A involved establishing a framework for undertaking the appraisal. This is essentially a set of sustainable development objectives against which the Core Strategy could be assessed. The sustainability issues have informed the development of the framework.

The framework consists of a number of objectives and decision making criteria that reflect relevant sustainable development policy issues. The objectives were first identified at the scoping phase and were revised in response to consultation. The full SA framework including the decision making criteria can be found in Chapter 3 of the SA report.

The revised Sustainability Appraisal objectives are:

1. To avoid negative effects and enhance, where possible, positive effects on health.
2. To protect the amenity of residents and neighbouring land uses.
3. To improve equality and access to sustainable waste management.
4. To minimise waste generation and disposal to land.
5. To ensure the sustainable use of local mineral resources.
6. To maintain and improve water quality.
7. To seek the protection of and sustainable use of water resources.
8. To reduce risk and impact of flooding.
9. To limit the causes of and adapt to climate change.
10. To protect air quality and reduce air pollution.
11. To reduce adverse impacts of transporting waste and minerals on the environment.
12. To conserve and enhance important soil functions and types.
13. To protect, conserve and enhance East Sussex and Brighton & Hove's countryside and historic and built environment.
14. To protect, conserve and where appropriate enhance East Sussex and Brighton & Hove's biodiversity and geodiversity.
15. To increase energy efficiency and the proportion of energy generated from renewable sources.
16. To contribute to the growth of a sustainable and diversified economy.
17. To provide employment opportunities and develop and maintain a skilled workforce.

The Core Strategy has developed a number of Spatial Objectives which set the framework for the plan. Because of the clear sequential process adopted, each objective can be closely linked to a Core Strategy policy and delivery strategy. The Spatial Objectives have been tested against the SA Objectives to ensure compatibility with sustainable development objectives. Both sets of objectives are broadly compatible therefore, the plan objectives accord and support sustainable development principles. However, in the implementation of the Spatial Objectives possible conflicts may occur but this will be dependent on the type, scale, location of facilities and pollution control regimes applied and enforced.

Outcome of Options Appraisal

The SA process centres on the consideration of different reasonable plan options. The key purpose is to compare the relative sustainability of each option, highlighting the differences in order to inform the process of identifying preferred options. The options are tested against the SA framework to determine their potential to give rise to significant effects and therefore highlight the sustainability implications of each. The SA includes recommendations for improvement and indicates where further information is required in order to better assess impacts and reduce uncertainties.

The Council consulted on various options in the Waste and Minerals Core Strategy Issues and Options document in February 2008, which included SA commentaries highlighting the main impacts, key issues and uncertainties. The set of options were reviewed and refined in response to consultation comments and new information. These were then appraised and the findings were

reported to the Waste and Minerals Planning Policy Team in the Sustainability Appraisal of Options September 2008. At the time of the appraisal there were no options available for wastewater management or for hazardous waste. Options for wastewater management have since been assessed as part of the wastewater management study undertaken by Scott Wilson which used the same SA framework.

A summary of the key conclusions and recommendations from the options appraisal is set out below. The whole report has been incorporated into the SA Report of the Preferred Options, available at <http://consult.eastsussex.gov.uk>, with the full conclusions and recommendations in Chapter 6 and the appraisal tables in Appendix ??.

Issue: W1 – Waste Prevention: The amount of waste produced by individuals and businesses must be reduced.

Conclusions

- The impact on many of the SA objectives will depend on how successful options are in reducing waste and how any reduction is managed in terms of its effect on the quantity, type and location of additional facilities.
- All options perform positively overall as they all aim to reduce waste. Depending on implementation, this has the potential to reduce greenhouse gas emissions and therefore limit the causes of climate change, to achieve more efficient use of resources and to reduce consumption leading to energy savings.
- It is uncertain though what added benefit some of the options would have as they duplicate what already exists in regional and national policy. The options could be developed into policies which provide a local dimension or provide more information on implementation to avoid duplication and to add value.
- Differences between options will largely be dependent on further research into the ability to deliver the options, including the resources and funding available. Also further clarification of certain aspects of the options will help to define impacts and highlight differences.

Recommendations, mitigation

- Further investigation will be required to test the options however a combination of the options may produce the best strategy. For example targeting the largest waste stream and targeting the specific geographic areas, which both performed well, could be combined to deliver the best use of resources and the highest reductions in overall waste arisings.
- Options could be improved by local context and being locally specific. Also more detail on how options will be implemented and who will be involved in its delivery would provide more certainty.

Issue: W2 – We need to understand how much additional waste recovery capacity is needed.

Conclusions

- The options consider the strategic issue: the degree of flexibility to use in planning for additional waste management infrastructure. The options therefore do not impact on SA objectives which relate more to specific locations and how the plan is implemented such as water quality, flood risk and biodiversity.
- All options perform positively towards reducing disposal to land and increasing the use of secondary and recycled aggregates as they all will provide additional waste recovery facilities.
- Planning for low waste growth performs the best in terms of sustainability due to the low level of additional waste management infrastructure required under this option. It could also have indirect positive effects as the plan would be seen to be planning for high waste minimisation and therefore would encourage initiatives to achieve this.

- It however is the most risky of the options in terms of delivery, if higher waste growth occurs than envisaged then there is a risk that there may not be enough capacity to deal with the increase. It is uncertain how this capacity shortfall would be met, it could potentially lead to waste being managed outside of the plan area using a variety of methods.

Recommendations, mitigation:

- In order to reduce the risk associated with option W2c (low waste growth) it is recommended that as much certainty is built into the forecast including regular monitoring to take account of changing trends.
- The significance of the impact on many of the objectives would depend on the levels of additional infrastructure envisaged. To clarify this uncertainty options should give more of an indication as to the levels of waste growth envisaged.

Issue: W3 – Meeting need for new waste management capacity in environmentally acceptable ways.

Conclusions

- The options consider which targets to set for the overall recovery of waste and also the proportions for recycling and composting, options consider this by meeting either national or regional targets.
- All options will be dependent on other factors to enable targets to be delivered.
- All options perform positively against objectives to reduce disposal to land, to limit the causes of climate change and to support a sustainable economy because they all aim to recover more waste.
- Meeting regional targets has the potential to be the most positive as it aims to meet higher targets. However it is recognised that the regional targets are very challenging so there is uncertainty that they are realistic and deliverable.
- Taking into account local factors would probably be the most realistic option, and could lead to the most accurate prediction of waste management requirements.

Recommendations, mitigation:

- Further investigation and information will be required to ascertain how realistic and deliverable the targets are particularly some of the regional targets.

Issue: W4 – Options for strategic locations for waste management facilities other than landfill.

Conclusions

- Regulatory processes will ensure that all facilities are appropriate and do not present a risk to environment or health. However some residual environmental impacts will remain though these will be minor in nature.
- Locating away from settlements will reduce the level of community interaction, disruption, and potential impacts on health pathways. Adverse impacts would potentially affect less people.
- However facilities linked to towns and settlements where the majority of waste is generated perform more positively on issues of access, transport, energy efficiency and the economy.
- Accessibility has the potential to be increased with having more facilities however this will depend on how facilities are dispersed across the plan area. The full potential though, is limited by all options needing to avoid Areas of Outstanding Natural Beauty. This will particularly reduce accessibility in the northern part of the plan area.
- There is a slight risk with certain options that not enough sites will be identified. It will depend on the site identification work and the precise size thresholds and operational requirements of facilities to decide whether options are realistic.
- Specific impacts particularly the differentiation between the impacts of small and larger facilities will depend on clarification of the size thresholds and the related technology types.

Recommendations, mitigation

- Reducing and mitigating adverse impacts on many of the SA objectives will depend on the broad policy in the Core Strategy which will make sure that the impact of developments on the environment, communities and health are acceptable and that appropriate environmental and community benefits will be sought. Recommendations for this policy are covered under W5.

Issue: W5 – Identifying the right types of sites/areas for different types of waste management facility and minimising the impacts of facilities on people and the environment.

Conclusions

- The option which includes any greenfield site which is considered suitable locally for waste has the most uncertainty and the greatest potential for negative impacts. The full impact will depend on the specific locations, however, there is greater certainty that other options will perform better with regard to accessibility, transport and the economy.
- Focusing on areas of growth and urban extensions potentially performs best overall even though it may include greenfield sites. Potentially these sites would be where the greatest amount of additional waste will be generated both during construction and once areas are occupied. There is also potential for it to integrate activities, reduce the transportation of waste and increase potential for energy generation.
- Focusing on previously development land only within settlements also performs well in terms of access, integrating activities and transportation. However, there is risk that not enough sites will come forward or sites may be restricted in scale, size and capacity, as there is a lack of previously developed land. It will depend on site identification work to decide whether this is a realistic and deliverable option.
- Focusing also on previously development land outside of settlements may provide enough sites and avoid greenfield allocations. However, these sites may not perform so well on accessibility, integration of activities and increasing potential for energy generation, though impacts would depend on the specific locations.

Recommendations, mitigation:

- Reducing and mitigating adverse impacts on many of the SA objectives will depend on the broad policy in the Core Strategy which will make sure that the impact of developments on the environment, communities and health are acceptable and that appropriate environmental and community benefits will be sought.
- It is therefore necessary for this policy to be as robust as possible and cover all areas of the environment. It is recommended that impacts on the environment, communities and health also includes impacts to water, air and soil quality and the historical and built environment.
- The broad policy should promote increases in energy efficiency low/zero carbon technology and sustainable building design.
- It should also provide details of how health will be addressed. In particular it is recommended that it includes the requirement for a Health Impact Assessment on strategic sites at application stage. This would make sure that wider community concerns and perceptions are addressed beyond those covered by regulatory bodies.

Issue: W6 – Strategic Options for Strategic Locations for Land Disposal Sites.

Conclusions

- Locating sites without consideration of environmental constraints and proximity to communities has the greatest potential for negative impacts. Though regulatory bodies will ensure sites operate at acceptable limits minor impacts may remain. Impacts on many SA objectives would depend on specific locations. However, there is a high probability that there will be negative impacts on the countryside, historic environment and biodiversity.
- Locating away from communities and valued environments would provide a greater degree of environmental, community and health protection above what is required through the regulatory

process. Adverse impacts would potentially affect less people. Minor impacts would be dependent on the specific locations and the proximity to where waste is generated or treated.

- Focusing on existing waste sites and mineral voids may have more potential to avoid impacts on environments which are not categorised as 'valued' such as agricultural land, rare soil types, and local designations. Site identification work will ascertain whether there are enough sites to make this a realistic option.
- Prioritising sites close to waste arisings, has greater potential to achieve positive impacts on accessibility, transport, air quality and the economy. It has potential to support waste collection authorities in reducing the distance waste is transported. The reduction in waste transportation is also likely to reduce adverse impacts on air quality and climate change.
- Prioritising locations close to the borders of the plan area is likely to lead to sites away from where waste in the plan area is mainly generated. This could, depending on the specific site, have negative impacts on accessibility, transport, air quality, climate change and the economy.

Recommendations, mitigation:

- Regulatory bodies such as the Environment Agency and Environmental Health will operate to ensure facilities do not present a risk to the environment or health.
- Appropriate avoidance of 'valued environments' should be developed as part of the site selection process, and should take into account the findings from detailed studies such as Habitats Regulation Assessment and the Strategic Flood Risk Assessment. It will be necessary to vary the distance depending on the specific designation or constraint and the areas geology.

Issue: M1 – The need to adopt a more sustainable, efficient, hierarchical approach to managing and using minerals resources where practicable in the Plan area.

Conclusions

- All options have the potential to contribute positively to diverting (mineral) waste away from disposal to land, and to encourage more sustainable use of mineral resources. This has the potential to reduce energy use with benefits to climate change.
- Proactive options which aim to raise awareness, set targets and restrict production of primary materials, depending on implementation, have greater potential and certainty in achieving a more sustainable use of mineral resources than the option relying on market forces and other legislation.
- None of the options are likely to have negative impacts on the sustainability objectives, although there is a risk with the option relying on markets that only minimum legislative requirements would be delivered unless economics drive businesses to go further than that.

Recommendations, mitigation:

- For the best performance in terms of sustainability the options should aim to tackle behaviour in terms of production and use of minerals. Currently options either address one or the other, combining them would be more effective in both reducing use of primary materials coupled with encouraging use of alternatives.

Issue: M2 – Mineral resources, wharf and rail facilities need to be safeguarded.

Conclusions

- Devising a safeguarding strategy which covers all existing and potential sites is the most comprehensive and the most flexible as it deals with sites individually, so the specific circumstances can be taken into account. It may lead to sites being freed up for other uses as inactive sites will be assessed for viability. It is unclear, though, how feasible, in terms of staff resources, it is to implement.
- The option focusing on viable sites relies on significant input from the minerals industry further investigation may be needed to determine whether this is achievable in the context of commercial sensitivity of such data.

- The option relying on consultation areas contains an element of risk as it is dependent on the district planning authorities notifying East Sussex County Council on planning applications and also there being sufficient background information for decision making when consulted.

Recommendations, mitigation:

- It should be clarified whether protection of wharves is site-specific or on a capacity-basis, which would be more flexible to meet changing economic circumstances.

Issue: M3 – Timely supply of minerals to meet national and regional and local demand within the limits of the stringent environmental constraints present in the plan area.

Issue M3a: Contribute to local, regional and national aggregates provision.

Conclusions

- The option based on increasing secondary/recycled aggregates, is generally more sustainable than other options which rely on primary sources either from land or sea.
- Generally the option focusing on marine-dredged sources, is likely to have the least impacts on people and environments within East Sussex and Brighton & Hove eg amenity, water sources, mineral reserves, as the impacts of extraction would be largely displaced to outside of the plan area although impacts to the marine environment should be considered. There is however a risk with delivery as it is reliant on factors beyond the plans control. This includes the granting of dredging licences and other development pressures in ports which could limit wharf capacity.

Recommendations, mitigation:

- For the most sustainable use of mineral resources, all options should include increasing the use of secondary/recycled aggregates.
- This may however outstrip demand therefore the most sustainable approach may be to include the investigation of increasing secondary/recycled aggregates supply as part of all options.

Issue: M3b – Meeting national requirements and regional development needs for clay.

Conclusions

- Promoting maximum recycling and stockpiling waste materials is the most sustainable option. It is the most proactive in ensuring the sustainable use of mineral resources. This would also contribute to minimising waste with knock on benefits on energy consumption and climate change. It also has the greatest potential to avoid designated environments as there is more flexibility with materials can be stockpiled than the extraction of primary resources.
- Other options are less sustainable as they aim to use only primary resources. This would have negative impacts on SA objectives on mineral resources, climate change and energy efficiency. The options, depending on specific site locations, also have the potential for adverse impacts on the countryside, historic and built environment, biodiversity and geodiversity.
- The option to identify further reserves at existing sites would have benefits over other options as it would reduce transportation which would potentially benefit the environment and communities.
- Of the two options which deal with meeting the need for flood defences. The option which will identify alternative sources of material has more certainty to meet demand and to safeguard clay reserves for other uses; both have the potential to benefit the economy. There is however uncertainty over what alternative sources of materials would be. If they include secondary/recycled materials there would be benefits in terms of climate change and energy efficiency. If it includes other primary resources there is potential for adverse impacts on the environment but would be dependent on specific sites.

Recommendations, mitigation:

- Clarification is required on certain aspects of options to better assess impacts.

Issue: M3c Maintain supplies to and from British Gypsum works.

Conclusions

- Maintaining reserves of at least 20 years would meet policy requirements for maintaining reserves to meet current production rates. It would though meet demand solely by primary resources and it is unclear how demand would be met if rates increased.
- Investigating availability of alternatives and other sources of gypsum has potential to lead to more efficient use of resources. It would though involve greater transportation of minerals potentially increasing adverse impact to climate change and air quality. However, it is anticipated that materials would continue to mainly be transported by sustainable means, rail and water, which would reduce any impact, details though, of the exact source location and therefore transport alternatives are not known.

Recommendations, mitigation:

- Clarification is required on certain aspects of options to better assess impacts.

Issue: M3d – The need to determine a policy approach for oil and gas extraction and development.

Conclusions

- In supporting the exploration and exploitation of hydrocarbon reserves in the plan area all options do not assist in the mitigation of, or adaptation to climate change, nor do they promote the use of low carbon energy sources.
- There is potential for all options to have adverse impacts on the countryside, historic and built environment, biodiversity and geodiversity. The extent and potential of the impact depends on the area exploration and development will be permitted. Therefore the option which does not support extraction and development on international or national designations provides the most protection. Though other legislation and assessments would protect and limit development in certain designated areas which are included under other options.
- All options could also benefit the local economy in the event of viable reserves being discovered. The less constrained such activities are the more the economy could benefit.

Issue: M3e – Provision for local chalk supply.

Conclusions

- Encouraging the use of substitute material and stock piling existing chalk to meet needs is the most sustainable option as it is assumed that 'substitute materials' would only include secondary/recycled aggregates and waste chalk but not other primary materials. This would contribute to minimising waste and ensure efficient use of resources. It would also benefit energy consumption and climate change. Further investigation into supplies and demands for chalk will show whether the option has the potential to meet needs.
- Meeting needs from imports or alternative materials would have similar potential. However, it includes imports of raw materials which would reduce the overall sustainability. It may though have greater potential to meet demand by relying on both alternative materials and primary resources.
- Using imports or alternative materials has potential for adverse impacts on other SA objectives as they would involve the stockpiling and greater transportation. Impacts though at this stage are unknown and would depend on specific site locations and the point of origin of imports and alternative/substitute materials. Impacts would also be mitigated to a certain extent by other issues and options in the Core Strategy, by regulatory bodies and other legislation and assessments.
- The option to safeguard high quality chalk resources for appropriate uses would lead to more efficient use of resources. There is uncertainty though how other requirements e.g. constructional fill, would be met. The option could also lead to the extraction of chalk within the plan area for appropriate uses. This would have a high potential for adverse impacts on the countryside as almost all reserves are within an Area of Outstanding Natural Beauty. There

could also be potential impacts on other SA objectives depending on the site's characteristics, location and how it is operated.

Recommendations, mitigation:

- The option to safeguard high quality resources does not meet all demands for chalk it should therefore be used in conjunction with the other options.
- Clarification is required on certain aspects of options to better assess impacts.

Issue: M4 Protection of designated areas and reducing the environmental impact of minerals development.

Conclusions

- The option which does not support locating minerals production sites in international and national designated areas and in close proximity to settlements provides the most certain protection for the environment and for communities. However, it does not consider environmental impacts beyond these designations and amenity or sensitive land uses beyond those within settlements. It would need to rely on other options/policies in the Core Strategy and regulatory bodies to ensure impacts are acceptable. The option is also very rigid and may prove impracticable when considering mineral location or strategic and logistic requirements.
- Allowing production sites in any location where there is an 'overriding need' has more flexibility. This would ensure that sufficient mineral provision is provided. However, it is uncertain what the impacts would be, mitigation measures applied and what is meant by 'overriding need'.
- Establishing stringent development criteria to assess environmental and health impacts has the greatest flexibility and, depending on implementation, the greater potential to mitigate adverse impacts and enable the maximum benefits to be achieved. It is, however, reliant on the development of appropriate assessment criteria and mitigation measures to be enforced.
- A combination of allowing sites where there is overriding need and establishing stringent development criteria may provide the best degree of flexibility while protecting important international and national designations.
- Options seeking to achieve appropriate restoration and after uses of the sites are proactive and aim to manage resources more efficiently, with potential to achieve benefits to the countryside, biodiversity, health and amenity. The nature and extent of impacts will depend on implementation and the specific site, restoration and after use.

Recommendations, mitigation:

- The option to establish stringent development criteria only indicates that there will be an assessment of impacts. To ensure that actions to mitigate adverse impacts are carried out following assessments it is recommended that the option wording is changed from 'assess' to 'mitigate'. Criteria should include water, air and soil quality and the historical environment. Clarification is required on when it would be applied.
- Consideration should be made to address health impacts beyond regulatory requirements, to further reduce potential residual environmental impacts which effect health (e.g. air, noise, traffic). This could be done through a Health Management Plan.
- Clarification is required on certain aspects of options to better assess impacts.
- Waste options indicate that there will be a broad policy which will make sure that the impact of developments on the environment, communities and health are acceptable and that appropriate environmental and community benefits will be sought. There should either be a similar policy for minerals or a joint policy with specific waste/minerals criteria where appropriate.
- The issue should only refer to mineral extraction and not secondary and recycled aggregate sites. Extraction sites are limited to where minerals are located therefore environmental allowances may be appropriate however, secondary/recycled sites are more flexible. Policies should be developed which recognise these differences. The plan should also consider if appropriate allowances should be made to sites which integrate activities leading to benefits associated with reducing the transportation of minerals.

- Consider combining site restoration options as they consider different types of sites, new and existing.

Issue: M5 Sustainable transport of minerals into and within the Plan area.

Conclusions

- Both options have potential to provide benefits by reducing adverse impacts associated with the transportation of minerals, which include impacts to health and amenity. They are though, fairly limited as there are few opportunities for transporting materials by rail and water in the plan area.
- The option which focuses on existing operations and encouraging transport by more sustainable means, rail and water is fairly limited. Potential on existing sites is probably very limited and it is uncertain how the option would be delivered or enforced.
- The option which also includes encouraging and safeguarding developments which seek to reduce the level of transportation presents greater opportunity and deliverability as it includes new sites and extensions which the plan has more influence on. It is also assumed that it would include encouraging the co-location of activities and locations near to markets.
- Potential benefits to health and amenity will be dependant on location, changes in community exposure and relative sensitivity.

Recommendations, mitigation:

- Consider combining options as they consider different types of sites, new and existing.
- Clarify that reducing transportation would include co-location of activities, such as processing on extraction sites, and close proximity to the market.

Outcome of Preferred Options Appraisal

In order to document the preferred options selection process for the Core Strategy a proforma was designed and used to record reasoning for selecting each of the preferred options. The questions in the proforma follow the various tests of soundness. The findings from the evidence base including the Sustainability Appraisal of Options were used to help answer the questions in the proforma and to test the options. The responses to the questions in the proforma then helped to identify a preferred option for each issue. More information on the selection process can be found in the Core Strategy 'Preferred Strategy'.

These preferred options were then assessed in order to suggest ways to improve the sustainability of the Core Strategy and where necessary mitigate likely significant adverse effects. The findings were reported to the Waste and Minerals Planning Policy Team in the Sustainability Appraisal of Preferred Options July 2009. At the time of the appraisal there were no preferred options available for wastewater management or for hazardous waste. Subsequently a separate SA of wastewater management options has been completed. Future appraisals of the Core Strategy will incorporate an assessment of the Preferred Strategy for these issues.

A summary of the key conclusions and recommendations from the preferred options appraisal is set out below. All the appraisal findings have been incorporated into the SA Report of the Preferred Options, available at <http://consult.eastsussex.gov.uk>, with the full conclusions and recommendations in Chapter 7 and the appraisal tables in Appendix ??.

Issue: W1 – Waste Prevention: The amount of waste produced by individuals and businesses must be reduced.

Preferred Option:

W1h – The Core Strategy should adopt a pro-active approach on waste minimisation. It should set objectives and take the lead on working with delivery partners to implement initiatives to minimise waste production, with an overall policy aim of reducing the amount of waste that needs to be managed and disposed of to land.

Conclusions

- The preferred option recognises that although it has limited influence, it is appropriate for the Core Strategy to include a policy on waste minimisation.
- The plan has limited direct influence on waste minimisation as it has no direct control over measures to reduce waste or to change behaviour. It can, however, support and influence others to undertake initiatives which have the potential to reduce waste. Therefore there is the potential for positive impacts on waste generation, climate change, transportation and the economy.
- Overall there are no negative or potential negative impacts on SA objectives.

Recommendations, mitigation:

- A policy on waste minimisation is necessary given the need to move waste management up the waste hierarchy. Nonetheless, there are limitations to such a policy given that it requires other agencies and a change in behaviour to achieve its objective. Very little can be done to overcome the uncertainty identified in the appraisal, but the policy has a key role as a statement of county council policy and as such lends considerable support to a variety of initiatives aimed at reducing the amount of waste generated.

W2 – We need to understand how much additional waste recovery and land disposal capacity is needed.

Preferred Option:

W2b: The assumptions that are used to forecast how much capacity will be required in future should be based on the principle of planning for some flexibility. This would include medium waste growth and impact of minimisation and the need for less additional waste recovery infrastructure than option W2a.

Conclusions

- The option performs positively towards reducing disposal to land as it will provide additional waste recovery facilities. Planning for some flexibility and medium growth would avoid the risk of under and over provision; both could undermine movement up the waste hierarchy.
- The option may be the most accurate forecast of waste generation and the most deliverable in the plan area. This would have positive impacts on the economy and may reduce total waste miles with potential benefits to climate change and air quality.
- The option would involve additional facilities and though initial results of the site identification study show there may be sufficient land available there is the risk of impacts on many SA objectives. Impacts though are uncertain as they would depend on the amount, scale and location of the additional waste management infrastructure and the site selection process.

Recommendations, mitigation:

- Regular monitoring will test whether the option is the most accurate forecast and will enable, where necessary and possible, changes to be made. However it is appreciated that the time lag between allocating a site and a site being operational may reduce the effectiveness of this approach.
- The potential for adverse impacts on SA objectives should be mitigated by the broad policy to protect the environment and communities and the site selection process.
- The maximum benefit to climate change, air quality, transport and access will depend on the distribution of facilities and their location close to where waste is generated.

W3 – Need to manage waste in accordance with the Waste Hierarchy.

Preferred Option:

W3b – Meeting national targets, but taking account of local factors to determine the most likely balance of requirements between waste management types and aiming towards extending national targets to meet regional targets where practicable.

Conclusions

- The option will be dependent on the timely delivery of facilities to enable targets to be delivered.
- The option performs positively to waste, minerals, climate change, energy and economy objectives, because it aims to meet most of the regional targets which would, if achieved, substantially increase waste recovery.
- Even though the municipal waste target will be below the regional target, if met, it would still increase recycling. As the target takes into account local factors, it is probably realistic and could lead to the most accurate prediction of waste management requirements.
- The option would involve additional facilities and therefore there is potential for impacts on SA objectives such as health, amenity, accessibility, air quality, transport, the countryside, historic environment and biodiversity. Impacts though are uncertain as they would depend on the distribution, scale and specific location of the additional waste management infrastructure and the site selection process.

Recommendations, mitigation:

- The potential for adverse impacts on SA objectives should be mitigated by the broad policy to protect the environment and communities and by the site selection process.
- The maximum benefit to climate change, air quality, transport and access will depend on the distribution of facilities and their location close to where waste is generated.

W4 - The need for an appropriate distribution and scale of waste recovery facilities.

Preferred Option:

W4e – facilities of varying sizes in locations with good access to the strategic road network. If necessary, specific, identified sites in Areas of Outstanding Natural Beauty/South Downs National Park could be allowed as contingency.

Conclusions

- The option should provide sufficient flexibility to the waste industry to deliver a wide range of recovery facilities and to accommodate changes in waste management practices/technologies. This would have positive impacts on waste, minerals, climate change and economy objectives.
- The focus on locations close to where the majority of waste is generated has the potential for positive impacts on accessibility and reducing the transportation of waste. There would also be more potential to generate and use energy from waste (combined heat and power) and, to link with related activities, new waste businesses and potential markets.
- However, by locations being focused on settlements there is a risk of negative impacts on amenity and air quality. Any potential minor impacts on health would be mitigated by pollution prevention and control regimes implemented by the Environment Agency.
- The relative unconstrained nature of this option may lead to adverse impacts on environmental objectives. Impacts would depend on the environmental criteria employed in the site selection process, and the application of a robust policy governing environmental impacts and mitigation. Similarly, potential enhancements should be secured by the proposed policy on community and environmental benefits.
- The recommendations of the Strategic Flood Risk Assessment and the objectives of the draft Southern River Basin Management Plan should be used to inform the site identification and selection process ensuring that adverse impacts on water quality and flooding is avoided.

Recommendations, mitigation:

- The Core Strategy generally needs to provide certainty over how sensitive areas – communities (including impacts to health and amenity), designated environmental and historical sites, water bodies and flood risk areas - are going to be protected and how unavoidable impacts are going to be mitigated. This should be covered by policies under issue W5 and the proposed broad policy on environmental and community protection.
- However, policy under this issue should specify what criteria will be required for locations developed within the Areas of Outstanding National Beauty to ensure facilities are appropriate to the surrounding character and serve the local community, distinguishing between the High Weald and the Sussex Downs (proposed South Downs National Park).
- The Core Strategy should ensure that the full potential of the option will be achieved. It should support the development of sites which:
 - are appropriate for and serve the surrounding area;
 - reduce the transportation of waste including integrating activities on site;
 - have potential to be linked with other related businesses;
 - utilise the available and practical opportunities for modal shift (from road to rail and water); and
 - maximise energy efficiency opportunities.

W5 - Identifying the right type of sites/areas for different types of waste management facility and minimising the impacts of facilities on people and the environment: Options for strategic locations for waste management facilities other than disposal to land.

Preferred Option:

W5e – on brownfield/previously developed land or land adjoining (including waste management sites), and in industrial areas, and on greenfield sites where they are part of identified growth areas, masterplan areas, urban extensions, or minerals sites.

Conclusions

- The option provides the potential for a variety of locations to be identified, giving sufficient flexibility to the waste industry to deliver a wide range of recovery facilities.
- It is anticipated that a more detailed assessment of impacts will be undertaken as part of the site selection process. Furthermore, it is assumed that potential adverse and uncertain impacts on community and environmental objectives will be addressed via a combination of pollution licensing regimes and environmental/community impact policies in the Core Strategy.

Recommendations, mitigation:

- Policy under this issue should make reference to the proposed broad policies on environmental and community protection and appropriate environmental and community benefits. This should not repeat national or regional policy but should show how higher level policy will be applied at local level and provide local distinctiveness.
- Given the role of the site identification process and policies governing environmental impacts it is necessary for site criteria and policies to be robust covering all aspects of the environment.
- The Core Strategy should promote increases in energy efficiency low/zero carbon technology and sustainable building design.
- The broad policy should provide details of how health and amenity issues will be addressed. In particular it is recommended that it includes the requirement for a Health Impact Assessment on strategic sites at application stage.

W6 – The need for an appropriate distribution of Land Disposal facilities for residual waste: Options for Strategic Locations for Land Disposal Sites.

Preferred Option:

- *Land disposal capacity will be provided at existing suitable mineral voids (Ashdown Brickworks).*

- *Should there be a demonstrable need for additional land disposal capacity, this would be provided at either alternative suitable mineral voids or at landraising facilities. Such facilities would need to demonstrate that they are suitable locations in terms of environmental acceptability, minimising effects on communities to an acceptable degree, and have good access to the main areas of waste arisings.*
- *There will be no provision for waste from London.*

Conclusions

- The option goes a long way to meet demand for land disposal in the plan area. However, there is still uncertainty over whether the option can be delivered as all potential sites have issues which need to be resolved.
- Delay in use of Ashdown Brickworks may lead to waste having to be exported out of the plan area, increasing transportation and potential for associated impacts on the environment and communities. There are no specific alternative landraise proposals and if this uncertainty were to remain it could lead to minor impacts on health due to anxiety over the perceived health risks associated with land disposal sites.
- Ashdown Brickworks is close to a main area of waste arisings so has potential to reduce transportation with benefits to climate change. However, there are access issues, particularly in the short term before the Hastings to Bexhill Link Road is completed, which could have adverse impacts on amenity and air quality. Access, though, will improve once the Link Road is built.
- There are environmental issues at Ashdown Brickworks. These should be resolved through technical solutions and appropriate mitigation and/or compensation measures to off set any loss of habitat.
- Impact from additional landraise sites is generally uncertain due to a lack of detail on specific locations. The requirement for good access to waste arisings and to demonstrate environmental and community acceptability should reduce impacts. Detailed impacts will depend on how criteria are considered through the site selection process. Issues should also be addressed via a combination of pollution licensing regimes and environmental/community impact policies in the Core Strategy.
- The ultimate restoration of any of the mineral voids, including Ashdown Brickworks, has the potential to achieve enhancements and benefits to biodiversity, the countryside, amenity and climate change.

Recommendations, mitigation:

- Potential adverse impacts should be covered by the proposed broad policy on environmental and community protection. Potential benefits again should be covered by joint policies on securing benefits and achieving appropriate restoration of mineral voids covered under Issue M4.
- Reducing the perceived health risks of land disposal sites needs to be addressed through the Core Strategy and public consultation documents and events associated with the Core Strategy have an important role to play in this.

M1: The need to adopt a sustainable, efficient, hierarchical approach to managing and using minerals resources where practicable in the plan area.

Preferred Option:

M1(b) Promote, where practicable, secondary and recycled alternatives in preference to primary materials allow production of primary materials only where the need cannot be met in a more sustainable way.

Conclusions

- The option has the potential to achieve more sustainable use of mineral resources and to contribute positively to diverting (mineral) waste away from disposal to land.

- It also has the potential to reduce energy use as generally the process of recycling uses less energy than extracting and processing new primary materials. This would have benefits to climate change.
- More efficient use of mineral resources is also likely to be generally positive for economic growth.

Recommendations, mitigation:

- For the best performance in terms of sustainability, this option should aim to tackle behaviour in terms of production and use of minerals.
- The overall plan would be more sustainable if a method of implementation were incorporated into the Preferred Strategy which could include raising awareness, setting targets and working with operators.
- Clarification will be needed on the circumstances required which will allow production of primary materials.

M2: Mineral resources, wharf and rail facilities need to be safeguarded.

Preferred Option:

M2(e)

- i. Using the British Geological Survey (BGS) safeguarding methodology to identify Mineral Safeguarding Areas (MSAs) and Mineral Consultation Areas (MCAs) to ensure sufficient land-won mineral resource within the plan period.*
- ii. Safeguarding wharves and railheads to ensure continued capacity in strategic locations.*

Conclusions

- The option has the potential to manage resources efficiently and ensure sufficient supplies of minerals to meet future economic growth.
- Protection of wharves capacity rather than just sites will ensure flexibility with competing proposals for other (non mineral) uses. This will enable minerals to continue to be imported while allowing regeneration of port areas specifically at Newhaven and Shoreham.
- The option will protect the potentially limited opportunities within the plan area for modal shift which if implemented would have positive impacts on climate change.
- There is unlikely to be any significant impact from safeguarding on many SA objectives as there would not necessarily be any change from the current land use. There may be potential impacts should the site later be used for extraction of minerals but this would be considered at that time.

M3: Timely supply of minerals to meet national and regional and local demand within the limits of the stringent environmental constraints present in the Plan area.

M3a: Contribute to local, regional and national aggregates provision.

Preferred Option:

M3a (v) Meet regional and local aggregate demand through existing land won aggregate permissions, marine landings at existing wharf facilities and through secondary and recycled aggregates.

Conclusions

- The option has positive impacts on many of the objectives because it will meet national, regional and local demand by not increasing land won allocations and by including an increase in the use of secondary and recycled aggregates. This would lead to efficient management of resources, reduction in waste disposal and protection of the countryside, historic and built environment and biodiversity and geodiversity. It will meet economic need and is likely to be deliverable because it takes into account the assessment of local supply and demand.
- There may be possible adverse impacts from an increase in secondary and recycled aggregates however additional processing is generally likely to be done at demolition sites and therefore impacts would be small scale and temporary.

- An increase in marine landings may add to poor air quality in areas where it has already been identified or is being investigated.

Recommendations, mitigation:

- Impacts to air quality at Shoreham and Newhaven need to be considered. Alternatives to road transport should be supported and appropriate routeing away from sensitive areas should be encouraged.

M3b: Meeting national requirements and regional development needs for Clay

Preferred Option:

Identify extensions or further reserves within the site for brickworks with less than 25 years remaining. However if it is not possible for sufficient reserves to be identified due to environmental or resources reasons, clay imports may be permitted where essential to sustain production of the brickworks.

Only allow clay extraction for flood defences from existing reserves where an exceptional need has been demonstrated to outweigh loss of reserves and any ensuing environmental impact. If clay from existing permitted reserves is not available or its extraction would not be acceptable, consider proposals to extract clay or other materials from new sites for flood defences on a case by case basis and in accordance with other plan policies.

Conclusions

- The option performs positively towards the economy as it identifies alternative ways which will ensure brick production continues at sites in the plan area. It also aims to support the construction of flood defences by providing materials through a variety of ways, which would help in adapting to climate change and could allow economic growth and regeneration to be achieved in areas at risk of flooding.
- The option would though meet demand mainly from primary resources. Though there is little evidence to suggest that an increase in recycled secondary alternatives would be deliverable the option does not acknowledge or encourage maintaining of existing levels of recycling.
- There is potential for adverse impacts on many of the objectives as it could lead to an extraction of new reserves either for brickworks or for flood defences. Impact would however be dependent on specific locations and site characteristics.
- The option could also lead to an increase in transportation which could have adverse impacts on air quality, climate change, health and amenity.

Recommendations, mitigation:

- Though the issue of recycling generally is covered by Issue M1, policies under this issue should encourage the maintaining of maximum recycling on site.
- Policies under Issue M4 on environmental protection should provide a certain level of mitigation and avoidance of potential adverse impacts. The joint policy on community and environmental protection will also provide the opportunity to address impacts.
- Opportunities to reduce transportation should be encouraged by selecting sites close to demand. Also the potential impact on communities of additional transportation should be appropriately considered and mitigated.

M3c: Maintain supplies to and from British Gypsum works

Preferred Option:

M3c (i&ii)

- *Maintain reserves of at least 20 years for mined gypsum.*
- *Support use of DSG and other sources of gypsum to increase supply and to safeguard and extend lifetime of reserves of mined gypsum.*

Conclusions

- The option aims to both protect existing / natural resources and enable production to continue at the works.
- The option has the potential to lead to more efficient use of resources. Alternatives could include the use of recycled gypsum which would reduce waste disposal.
- The main alternative would be from the import of raw gypsum from other countries which would reduce resources globally. The greatest potential impact on SA objectives would be from the increase in the transportation of minerals which could have adverse impacts on climate change, air quality, health and amenity. However, it is anticipated that materials would continue to mainly be transported by sustainable means, rail and water, which would reduce any impact.
- The option provides flexibility which should enable production to continue leading to positive impacts on the economy.
- There is no significant impact on other objectives as the option does not include extraction at new sites. It is also expected that the option would not lead to an increase in stockpiling.

Recommendations, mitigation:

- Benefits and the reduction of adverse impacts will be achieved from the increase of transportation of materials by sustainable means. This issue is covered by M5 on transport.
- Any potential adverse impacts should be covered under Issue M4 and the joint policy to ensure impacts on the community and environment are acceptable.

M3d: The need to determine a policy approach for on-shore oil and gas exploration, extraction and development

Preferred Option:

M3d(i) Support the exploration and development of on-shore oil and gas.

Conclusions

- The policy issue does not assist in the mitigation of, or adaptation to climate change, nor does it promote the use of low carbon energy sources. However, the “need” for such resources is set at a national level and therefore it is not an issue to be considered by the Core Strategy.
- The option could benefit the local economy in the event of viable reserves being discovered. The less constrained such activities are the more the economy could benefit.
- The option taken in isolation will have adverse impacts on the countryside, historic and built environment, biodiversity and geodiversity. Higher level plans and other legislation would provide protection for key national and international designations. Modern techniques may also help; by locating headworks away from reserves sensitive environments could be avoided.
- Impacts on many of the other objectives are uncertain as they would depend on the specific location of sites and operational details which are not known at this stage.

Recommendations, mitigation:

- Policies under Issue M4 on environmental protection should provide a certain level of mitigation and avoidance of potential adverse impacts. The joint policy on community and environmental protection will also provide the opportunity to address impacts.

M3e: Provision for chalk supply

Preferred Option:

M3e(i) Identify no new reserves and meet need from imports, or alternative materials.

Conclusions

- Identifying no new reserves generally has positive direct impact on SA objectives, particularly in respect to the countryside, biodiversity and geodiversity.

- Overall demand for chalk is low within the plan area and can be met from imports and from alternative materials therefore though the option is largely passive, relying on the markets, it would have positive minor impacts on the economy.
- Impacts on the sustainable use of mineral resources are mixed. It identifies that needs could be met by alternative materials however it does not directly encourage them and needs will also be met by imports of primary chalk resources. Impacts though would be small as demand is low and would be met from existing quarries.
- There may be possible impacts associated with stockpiling of recycled materials, although this would depend on the specific location of sites and operational details.
- There may also be possible adverse impacts on objectives from the transportation of imports and recycled materials.

Recommendations, mitigation:

- Encouraging the increased use of recycled aggregates should be covered under Issue M1.
- The avoidance and mitigation of any potential adverse impacts from the stockpiling of recycled materials and from the transportation of materials should be covered by the general joint broad policy on environmental protection referred to under the waste issues and Issue M4.

M4: Protection of designated areas and reducing the environmental impact of minerals development

Preferred Option:

M4 (a): Prioritise locating minerals extraction and production sites in a manner that does not cause unacceptable adverse impact.

Conclusions

- It is uncertain as to how and to what extent adverse impacts on the environment and communities will be minimised / mitigated by the issue and option.
- The relative unconstrained and flexible nature of the option means that on its own there is a high risk that there will be adverse impacts on many SA objectives. National and international designations will generally be protected by higher level policies and regulatory bodies who will also ensure that sites operate without a risk to the environment. However above these standards some impacts may remain but these should be minor in nature.
- There is uncertainty on the impact to health and amenity as developments close to settlements are not avoided. Regulatory bodies though, should restrict major adverse impacts.
- There is potential for the proposed joint policies on environmental and community protection and on securing benefits to mitigate adverse impacts and to achieve maximum enhancements.
- The option does provide flexibility for mineral extraction by not restricting locations, recognising that many mineral resources are within designated areas. This has the potential for mineral demands to be met supporting the local and wider economy.

Recommendations, mitigation:

- The joint policy on community and environmental protection will provide the opportunity to address many of the uncertain impacts on SA objectives. It is important that it considers all potential impacts on health, building on regulatory body standards to address the wider determinants of health. This could include the need for a Health Impact Assessment for major developments. Also amenity, water, air and soil quality and the historical environment will need to be appropriately considered through these policies.
- Core Strategy policies should also support energy and water efficiency and appropriate adaptation to climate change.

Preferred Option:

M4 (e): Devise a framework for inactive or dormant sites to include assessing viability and seek restoration, if appropriate.

Conclusions

- The option is pro-active and aims to manage resources more efficiently.
- There is potential to achieve positive benefits to the countryside, biodiversity, health, amenity and climate change from the restoration of sites. The nature and extent of impacts will depend on implementation and the specific site, restoration and after use.
- Including landfill as an option to aid restoration could increase disruption in the short term with potential for adverse impacts on SA objectives. However in the long term it would lead to the restoration of sites with potential for positive impacts. The potential and extent of impacts would depend on the specific site and its location.
- This option may also lead to sites coming forward to be worked, as it would assess viability and therefore could help to ensure provision of sufficient minerals to meet demand.

Recommendations, mitigation:

- The joint land restoration policy should ensure all potential benefits and enhancements are maximised including those related to health, amenity, the countryside, biodiversity and climate change.
- The avoidance and mitigation of any adverse impacts from landfilling should be covered by the general joint broad policy on environmental protection referred to under the waste issues as well as other regulatory regimes.

M5: Sustainable transport of minerals into and within the plan area

Preferred Option:

M5(c) Support sustainable means of transporting minerals within and in and out of the plan area.

Conclusions

- The option has potential to provide benefits by reducing adverse impacts associated with the transportation of minerals by road. If achieved this would have positive impacts on many of the SA objectives particularly health, amenity, air quality and climate change.
- The option though is fairly limited because it focuses on achieving modal shift, from road to rail and water, and there are few opportunities in the plan area to achieve this. Issues over the viability of such schemes are also likely to reduce deliverability of the option. Benefits therefore, if at all, are likely to occur later in the plan period once feasibility and viability issues have been overcome.
- Potential benefits to health and amenity will be dependant on location, changes in community exposure and relative sensitivity.

Recommendations, mitigation:

- The option would have greater potential for positive impacts and for delivery if it included measures to reduce the overall transportation of minerals which would include encouraging the co-location of activities and locations near to markets.
- Policies under this issue should also consider the impact of transport on communities and provide mechanisms for appropriate avoidance and mitigation.

Cumulative Effects

The significant cumulative effects of the implementation of all preferred options on SA objectives are set out in the following table.

Table 1.2 Significant Cumulative Effects

SA Objective	Key effects and issues
1. Health.	Possibility of adverse effects as waste facilities are focused on urban areas and many mineral options will increase transportation. Effects would be minor as regulatory bodies would ensure impacts are within acceptable limits. However, some impacts may remain particularly those considered to be

	perceived risks. The potential would be dependent on the concentration of activities on certain communities and their sensitivity.
2. Amenity	By focusing waste facilities close to urban areas and many of the mineral options leading to an increase in transportation there is potential for adverse effects on the amenity of residents and sensitive land uses. The extent and severity of impacts would be dependent on the concentration of activities on certain communities.
3. Access	Positive effects: as options should ensure the provision of sufficient recovery facilities and locate them close to where waste is generated, this will support waste collection operators in providing a sustainable and equitable service.
4. Waste	Positive effects: as options will enable an increase in the amount of waste being reduced, reused and recycled leading to a reduction of waste being disposed of to land.
5. Mineral resources	Positive effects: as options will lead to an increase in recycled materials being used reducing the need for primary resources.
9. Climate change.	Reduction in disposal to land will reduce methane emissions and locating waste sites close to where waste is generated will reduce potential increases in CO2 emissions from transportation. Both will contribute to limiting the causes of climate change. However, many mineral options could potentially lead to increased freight movements, thus increasing CO2 levels. There are insufficient details on waste and minerals locations and trip rates at this stage to establish whether the overall plan would reduce or increase overall freight movements and CO2 levels.
10. Air quality	The focus of facilities in urban areas where air quality thresholds have been exceeded or is close to exceedance could exacerbate or at least maintain poor air quality.
11. Transport	Locating waste facilities close to where waste is generated will reduce related traffic movements. Supporting reductions in waste generation may reinforce this. Many mineral options though could potentially lead to additional transportation in the plan area. Though options encourage modal shift (from road to rail and water), opportunities are limited and delivery is uncertain. The plan should encourage at every opportunity the reduction in the number and length of transport movements through co-location of activities and locate sites (wherever possible) close to where demand exists.
13. Countryside and historic and built environment. 14. Biodiversity and geodiversity.	Specific waste facility locations have not been determined, therefore there are unresolved issues associated with impacts on these objectives. Overall impacts will ultimately depend on the site selection process and the robustness and scope of the broad policies to protect the environment and to seek benefits. Mineral options have the potential for positive effects as they will generally avoid damage to the countryside, historic, built environment, biodiversity and geodiversity by only requiring minimal additional extraction. The plan could also lead to mineral sites being restored in turn increasing positive effects.
15. Energy efficiency	Positive effects: as options will enable an increase in energy generated from waste.
16. Economy.	Positive effects: as options provide flexibility to enable the waste industry to deliver a wide range of waste infrastructure to manage waste efficiently within the plan area. Options will also ensure sufficient, raw and recycled minerals which would support sustainable economic growth including meeting the demand for the construction of housing and infrastructure.

Statement on the Difference the Process has made.

The SA process has made a difference to both the process of developing the plan and the outcome. It has achieved this in several ways:

- It has been fully integrated into the plan preparation process. Therefore sustainability principles and considerations have been built into the plan from the outset and have been incorporated throughout.
- Participation in the development of options has supported the identification of realistic options. Unreasonable or impractical alternatives were rejected, including those which were contrary to national or regional policy.
- The appraisal of options at several key stages in the plan process has resulted in a fuller appreciation of the implications of options as they and the preferred options have been developed.
- The appraisal of options findings have been incorporated into the preferred options selection process and as such have influenced the choice of preferred options.
- The SA process has identified gaps in information and evidence which has led to further research which has enabled better understanding of the issues and impacts on various SA objectives and the need for changes in options, policy and mitigation measures.
- SA objectives have been considered in the development of site identification criteria ensuring that information on all sustainability issues are covered by the process.
- The SA has identified the need and provided details for appropriate policies on environmental and community protection and enhancement, which should ensure that this is adequately covered by the Core Strategy.

Conclusions

Overall the Core Strategy will make an important contribution to achieving sustainable waste management by driving waste management up the waste hierarchy, increasing recycling and recovery of resources and reducing landfill of waste. The Plan is likely to be able to deliver the required capacity to achieve net self sufficiency, although this is strongly dependent on the further identification of appropriate sites and, ultimately, their delivery. The flexibility of the plan should provide the necessary safeguards to enable sufficient sites of varying kinds to be developed. The Core Strategy will enable the sustainable use of mineral resources by encouraging the use of recycled materials and limiting the need for further extraction of primary resources.

Despite this positive performance there are inevitable uncertainties which remain at this stage of the plan making process, some will only become apparent as the core strategy is implemented such as the level of contribution towards efforts to reduce waste generation and related benefits such as reduced energy and resource consumption and corresponding reductions in transport movements and green house gas emissions.

However, this appraisal has been of the preferred options and not the policies in Core Strategy. Consequently, specific policy details and potential impacts were uncertain at the time of appraisal. Also, uncertainty surrounding site specific impacts on communities, transport, air quality, and the natural, built and historic environment will be addressed in the later stages of plan making process. It is at this later stage that site identification studies will have concluded, detailed policy on environmental protection and enhancement will have been developed and the strategy as a whole will be appraised.

Next Steps

Following consultation on the Core Strategy 'Preferred Strategy' and SA Report all comments will be considered. Both documents will be revised accordingly and the submission version of the Core Strategy and SA Report will be produced and submitted to Government for approval. There will

then be a chance to comment on the 'soundness' of the submission documents, before an Independent Public Examination where comments will be taken into account by the Independent Inspector holding the Examination.

Comments on the Core Strategy 'Preferred Strategy' and Sustainability Appraisal of the Preferred Options must be received no later than 5pm on Wednesday 2 December 2009.

The consultation documents, response form, background and Information Papers will be available online (to view or download) from 30 September at <http://consult.eastsussex.gov.uk>. They will also be available in main libraries across East Sussex, in the Citydirect offices in both Brighton and in Hove, and in the Jubilee Library and Hove Library. We will accept paper copies and photocopies of the response form.

To submit comments by post: Xxxx freepost address xxxx Or you can fax to: Fax: 01273 479 040

ENVIRONMENT AND COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 34

Brighton & Hove City Council

Subject: Bus Fares and Concessions for Young People
Date of Meeting: 9 November 2009
Report of: Director of Environment
Contact Officer: Name: Paul Crowther Tel: 29-2479
E-mail: paul.crowther@brighton-hove.gov.uk
Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

1.1 At its meeting on 14 September 2009 members of the Community Safety Overview and Scrutiny Committee asked for information on bus fares and concessions for children and young people.

2. RECOMMENDATIONS:

2.1 That members consider this report and decide what, if any, action they wish to recommend.

3. BACKGROUND INFORMATION

3.1 Local authorities have no powers in respect of bus fares on commercial bus services. They may set fares on bus services which they financially support, but only if this would not undermine the commercial network.

3.2 Locally Brighton & Hove Buses run a commercial scheme to encourage young people to use buses, called "Bus ID". This is a photocard, issued free of charge, and which is valid until 31 October following the holder's 18th birthday. It entitles holders to half price travel up to 6 pm on schooldays, a flat fare of 50p after 6 pm on schooldays, and at any time of day at weekends and during school holidays. It also entitles the holder to travel at a flat fare of 20p when accompanied by a fare paying adult. The holder can also choose to purchase a 7-day ticket for £8, or a 3-month ticket for £69. This scheme is a

purely commercial venture and is not funded by the local authority. It is one of the most generous schemes in the country : in many areas child fares are only valid for young people up to the age of 14. The take up of BusID is very high, and the scheme is well regarded by users.

3.3 There is no national scheme for concessionary travel for young people. It has recently been discussed, but the Government has stated that it has no proposals to introduce such a scheme. There is a current compulsory scheme for free travel within England for all people over the age of 60, and other who qualify on grounds of disability. Although this is a statutory requirement, the costs of reimbursing bus operators for the “foregone revenue” is met at a District, Borough or Unitary level. In 2008/9 Financial Year the cost to the city council was £7.58 million.

3.4 There are localised examples of a local authority funding concessionary travel for young people. For example, West Sussex County Council funds such a scheme, named “Your 3-in-1”. This gives half price bus travel to all students between the ages of 5 and 19. It also serves as an ID card, and gives discounts for retail and leisure activities. Transport for London also has such a scheme, but the costs are not known. There are anecdotal reports of the unintended consequences of the scheme in London : in the absence of anywhere else to go on a wet afternoon, young people travel around on the buses in large groups, rendering the upper deck of double-deck buses “no go” areas to others.

3.5 There are currently no proposals for such a scheme within Brighton & Hove. Were such a scheme to be contemplated, the anticipated costs of issuing 32,150 young people between the ages of 5 and 18 with a free bus pass would be around £8.87 million each year.

3.6 In addition to the Bus ID scheme for young people, Brighton & Hove Buses have a range of discounted offers, particularly aimed at University students. These discounts are not age related, and available to anyone holding an NUS or ISIC membership cards. These discounts include a £10 weekly ticket, £100 for 3 months, or £300 for a year. These discounted tickets are available from shops and post offices, and on-campus. Brighton & Hove Buses are proactive in selling these tickets, and attend “Freshers” week events at the Universities.

3.7 Brighton & Hove City Council and Brighton & Hove Buses have an award-winning Quality Bus Partnership. Amongst other objectives the partnership aims to make bus use as simple, safe and accessible as possible. The measures introduced include :

- Widespread availability of comprehensive timetable information
- “Easy-to-understand” timetable displays at every bus stop
- Timetable information available from several websites
- Real Time Information at 160 bus stops

- CCTV cameras fitted to every bus
- “Text Your Next Bus” details to mobile phones
- Regular visits by bus company staff to schools
- Wide range of discounted tickets
- Innovative publicity schemes e.g. “I use the bus because.....”
- Improvements to service frequencies and service reliability

It is as a result of these, and other measures, that bus patronage within the city has progressively risen, by 50% in the last twelve years, against a general national trend of reducing bus patronage. The city frequently scores highest in the country for satisfaction levels for bus services, and bus service information.

4. CONSULTATION

4.1 As this is a report for information only there has been no consultation

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

5.1 As this is a report for information only, the financial implications have not been considered.

Legal Implications:

5.2 As this is a report for information only, the legal implications have not been considered.

Equalities Implications:

5.3 As this is a report for information only, there are no equalities issues arising from this report.

Sustainability Implications:

5.4 As this is a report for information only, the sustainability implications have not been considered.

Crime & Disorder Implications:

5.5 As this is a report for information only, the Crime & Disorder implications have not been considered.

Risk and Opportunity Management Implications:

5.6 As this is a report for information only, the Risk and Opportunity Management implications have not been considered.

Corporate / Citywide Implications:

5.7 As this is a report for information only, the Corporate / Citywide implications have not been considered.

SUPPORTING DOCUMENTATION

Appendices:

1. Nil

Documents In Members' Rooms

1. Nil

Background Documents

1. Nil

ENVIRONMENT AND COMMUNITY SAFETY OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 35

Brighton & Hove City Council

Subject:	London Road Central Masterplan Supplementary Planning Document (SPD)		
Date of Meeting:	9 November 2009		
REPORT OF:	Director of Environment		
Contact Officer:	Name:	Alan Buck	Tel: 29-2287
	E-mail:	alan.buck@brighton-hove.gov.uk	
Wards Affected:	St. Peter's and North Laine		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The report advises on the results of the London Road Central Masterplan consultation held in June 2009.

2. RECOMMENDATIONS:

- (1) To note the results of the public consultation exercise, which will inform the contents of the final version of the London Road Central masterplan SPD.

3. RELEVANT BACKGROUND INFORMATION

- 3.1 Work on drafting a supplementary planning document (SPD) for the central London Road area (the masterplan) has progressed in stages since the summer of 2008. Earlier this year (28 April) a pre consultation draft version of the masterplan was the subject of joint workshop for the Environment and Community Safety and Culture Tourism and Enterprise Overview & Scrutiny Committees. The results of this, together with other events, helped to inform the content of the draft masterplan.
- 3.2 Permission to undertake public consultation with regard to the document was subsequently granted at the Environment CMM on 7 May. Following this, a six week public consultation exercise was held between 25 May and 6 June, resulting in sixty five responses by email or post. One of these responses, from the 'Another London Road' (ALR) campaigning group, included representations from an additional fifty seven individuals. During the consultation period a three day exhibition, staffed by council officers, was held in the former Co-op department store building on London Road (4 – 6 June). This was attended by over a thousand individuals and generated an additional four hundred and ten written comments, provided by visitors on the comments board in response to the masterplan information provided in the exhibition.

- 3.3 As is common with area-based consultation exercises, a wide range of comments on a broad spectrum of topics was received. Many respondents made comments in respect of the area without having read the actual masterplan document, although demonstrated a desire to see the quality of the area improved in various ways which are in line with the objectives of the masterplan. A detailed report on the results of the consultation is provided in the members' rooms. It should be noted that the issues raised by members last April at the joint scrutiny workshop (referred to above in paragraph 3.1) were also largely reflected in comments from the subsequent public consultation exercise.

Main themes arising from respondents' formal representations

- 3.4 The sixty five responses posted directly to the council were from a range of individuals, groups and organisations. These responses revealed the following:
- Ninety three per cent of respondents welcomed the document.
 - Twenty six per cent of respondents registered no significant concerns over document content.
 - Seventy two per cent of respondents raised concerns regarding particular aspects of the document, half of whom focused on a single aspect of the masterplan. The majority of these included businesses based in New England House, seeking the removal of the option for demolition of the building, on the basis that this could result in breaking up its existing resident business community.
 - Other popular themes emerging from the consultation responses were requests for the document to address the following:
 - provision of low-rent/affordable space in the regeneration area for small, local, and independent businesses;
 - a reduction in traffic and traffic-related noise and carbon emissions;
 - preservation of the area's distinctiveness and character in the process of regeneration;
 - better, more permeable routes and improvement of facilities for pedestrian and cyclists; and
 - no new large retail and/or supermarket outlets in the area.

Main themes arising from exhibition comments

- 3.5 The four hundred and ten comments posted at the exhibition reveal the following:
- Twenty two per cent would not welcome a Tesco development in the area;
 - Fourteen per cent would like to see more and/or better pedestrian and cycling facilities/priority/links;
 - Fourteen per cent would like to see local/small, independent, creative/ sustainable businesses supported;
 - Thirteen per cent objected to new large retail/supermarket outlet in the area; and
 - Ten per cent thought the area is in need of regeneration.

Main themes arising from Another London Road feedback forms

- 3.6 The fifty seven feedback forms the 'Another London Road' campaign comprised 'prompted' representations, provided on pro forma provided and pre-formatted by the organisation in order to elicit responses on specific issues felt to be of importance by ALR. Of these particular responses:
- Ninety per cent of respondents would support priority for pedestrians, cyclists and public transport and/or smaller-scale improvements rather than ambitious large-scale developments;
 - Seventy per cent of respondents would support traffic reduction and/or encouragement for occupation of empty shops;
 - Twenty five per cent of respondents would like to see local/small, independent, creative/sustainable businesses supported; and
 - Nineteen per cent would like to see special buildings retained and highlighted in the street scene; provision of an improved and greener public realm; reduced traffic and/or strategic traffic solutions to tackle traffic problems in the area.
- 3.7 The top five themes emerging from the consultation are shown below. These reflect the issues considered to be of most importance by all three sets of respondents (i.e. the letters posted directly to the council, the exhibition responses and the ALR-prompted responses). A proposed response from the council is provided below each issue.

The need for improved facilities and/or priority for pedestrians and cyclists.

- 3.8 This was seen as a key issue for many respondents. The objectives of improving pedestrian and cycle accessibility are already important aspects of the masterplan, which proposes the removal of unnecessary road barriers and clutter, provision of some areas of central reservation on London Road and improved conditions at major nodes such as Preston Circus. These would be combined with improved facilities for cyclists. Such measures will need to be carefully planned and managed and have been achieved in other countries, as well as elsewhere in the UK, on busy through routes, without resulting in increased traffic congestion.

General opposition to additional supermarkets in the area and particular opposition to the possibility of a large superstore.

- 3.9 A high proportion of respondents were opposed to additional supermarkets in the area and were particularly opposed to the possibility of a large superstore. These comments related largely to proposals by St James's Investments in 2008 for a new Tesco store in the area. It should be noted that a superstore does *not* form a proposal of the masterplan. Any potential planning application for a superstore in London Road would need to be considered on its merits and assessed against local and national retail policies. This would require a retail impact assessment to be undertaken as part of any planning application for a retail development in excess of 2,500 sq m, in order to assess its effects on existing shops and shopping centres in the surrounding area.

The need for traffic reduction as a means of reducing pollution, noise and carbon emissions.

- 3.10 There are no existing council plans to reduce the volume of traffic flowing through the area. The masterplan therefore assumes that existing traffic flows will be maintained for the foreseeable future (in line with the London Road/Lewes Road Regeneration Strategy). Should the council implement wider strategic transport measures that provide the opportunity to reduce volumes of through traffic, such as park and ride, further attention could be paid to the possibility of altering existing routing in the London Road area, including the possibility of reducing traffic volumes and carbon emissions. The scope and key objectives of the draft masterplan already recognise and allow for this possibility.

The need to safeguard space for small, independent, low-rent, sustainable businesses

- 3.11 Support for these types of businesses is highlighted in the masterplan document. However, this will be further emphasised in order to reflect the large number of respondents raising concerns over this issue.

The need to prioritise the re-use of existing buildings and/or empty shops.

- 3.12 The principle of refurbishing and reusing existing buildings is already an important aspect of the masterplan. Additionally, the reuse of buildings as a sustainable development option is already covered in council planning policies and documents as well as the emerging LDF Core Strategy. These policies are relevant to any development proposals in the London Road masterplan area. A reference for the need for developers to consider re-use of existing buildings before options for redevelopment will be added to the masterplan. There are instances, however, where the masterplan has highlighted opportunities where replacement buildings of high quality design, improved configuration and more rational building height could secure some of its key objectives (including accommodating additional land uses, improving the townscape and providing a more legible and accessible built environment).
- 3.13 In addition to the above, the masterplan provides a framework to guide environmental and public realm improvements in order to improve the appearance of the area, encourage investment in existing building stock, reduce vacancies in business properties and generally turn around the fortunes of London Road which has suffered a long term economic decline.

Other issues arising from the consultation

- 3.14 Overall, the consultation process has revealed very strong support for the principal of improving the environment of London Road and the objectives of the masterplan in bringing these about. A number of changes are being made to the document where practicable, to reinforce certain issues, in response to various concerns raised. In essence, the changes are minor in nature and are being added to further emphasise the following issues:
- encouragement of a wide mix of shop types and sizes including local, independent, affordable businesses;
 - the needs of cyclists;
 - archaeological considerations;
 - urban design issues;
 - improvement in the noise climate;
 - reference to council's ambition to achieve Urban Biosphere Reserve;
 - removal of reference for potential to provide for a new St Bartholomew's Primary School as part of the wider regeneration of the area;
 - minor textual and layout changes, including a glossary of technical terms, to increase clarity of the masterplan for readers of the document.

Next steps

- 3.15 The results of the consultation and a detailed council response to the issues raised will be reported to Environment CMM on 17 December, with a recommendation that a suitably revised version of the masterplan be adopted as a Supplementary Planning Document to the council's emerging Local Development Framework. There is clearly a strong desire by the majority of respondents to see positive change in the area and in addition to the above changes an implementation plan has been drafted to provide a means of identifying individual projects. The existence of the masterplan will provide a basis for future funding bids and it will be important for the council to continue to engage with the community (businesses, landowners, residents and other stakeholders) in helping to realise the masterplan's objectives.

4. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 4.1 Direct costs for the production of the SPD and consultation have been included within City Planning's budget allocation. Should Brighton and Hove City Council be required to comply with the SPD the financial implications will be included within a report to the relevant service committee.

Legal Implications:

- 4.2 Regulation 17 of the Town and Country Planning (Local Development) (England) Regulations 2004 as amended by the Town and Country Planning (Local Development) (England) Regulations 2008 requires that SPDs must be subject to formal public consultation prior to adoption. Regulation 18 of the 2004 Regulations provides that planning authorities cannot adopt SPDs

until they have considered any representations made within the consultation period. Planning authorities are also required to prepare a statement summarising the main issues raised in the representations and saying how these have been addressed within the SPD the authority intend to adopt. The SPD has been advertised in accordance with the legislative requirements. No adverse human rights implications have been identified as arising from the report.

Lawyer consulted: Hilary Woodward. Date: 27 October 2009.

Equalities Implications:

- 4.3 Local Development Framework Core Strategy Equality Impact Assessment (EQIA) issues relevant to this SPD have been considered. Monitoring and implementation measures have been put in place to evaluate the impact of this SPD as a result.

Sustainability Implications:

- 4.4 Sustainability issues inform all of the measures promoted in the draft SPD, which has been subject to a Sustainability Appraisal.

Crime & Disorder Implications:

- 4.5 The masterplan seeks to draw increased users into and around London Road and help provide for a safer environment in the area through a range of measures including the identification of new development opportunities, public realm improvements and the promotion of other urban design interventions. The document also identifies community measures to help result in a more safe and secure environment for all.

Risk and Opportunity Management Implications:

- 4.6 None identified.

Corporate / Citywide Implications:

- 4.7 Along with Lewes Road, improvements to the London Road area are fundamental in realising the objectives of the London Road & Lewes Road Regeneration Strategy (LR2). This AIF-funded study was approved by the former Policy & Resources Committee on 26 July 2007. Lewes Road and London Road are key gateways to the city and their regeneration is regarded as an important component in promoting and sustaining the long term economic growth of the city.

SUPPORTING DOCUMENTATION

Documents In Members' Rooms

1. London Road Central Masterplan SPD Public consultation report: summary of responses.

Agenda Item 36

Environment and Community Safety Overview and Scrutiny Committee Draft Work Plan 2009 – 2010

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
22 June 2009		
Grass mowings; question from conservation groups	Consider question and officer briefing	Referred to 23 July Cabinet Member Meeting and then on to senior officers
Night time economy	Overview with representatives of Sussex Police, taxi and licensed trades.	Officers and Partners thanked for work in achieving Beacon Status
Draft waste management strategy	Pre-decision policy development	Comments including dealing with food waste to be forwarded for inclusion as the Committee's response to the Waste Management Strategy and Consultation Plan
SPD London Road Joint ECSOSC/CTEOSC Scrutiny Workshop	Noting comments from the workshop that were taken forward to 7 May 2009 Cabinet Member meeting	Outcomes of public consultation to be reported back to ECSOSC
Crime and Disorder Committees	Noting ECSOSC responsibilities as a Crime and Disorder Committee	Officer-led review of implementation of CDRP scrutiny; and CSF to be asked to do the same

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
ECSOSC Work Plan	For discussion and monitoring	Maintain under review
14 September 2009		
Older People and Community Safety – report of the scrutiny panel	Receiving report of findings and recommendations for endorsement. Presented by Panel Chair Councillor Mo Marsh	Scrutiny Panel Report endorsed by Committee for consideration by the Executive. Meanwhile report to go to 19 October Community Safety Forum for discussion. Monitoring outcomes added to ECSOSC work programme Additional publicity recommended.
Performance reporting; Full Summary for 2008/2009. Plus questioning off-target areas	Noting last year's performance and questioning re NI 30 – Prolific and Priority Offenders	That officers consider the format of the performance reports; for example those presented to Community Safety Forum.
Refuse & Recycling Collection and Communal Bins Complaints	Opportunity to question progress	Progress noted.
Scoping report on potential issues for in-depth scrutiny: cycling, road safety, local transport plan	Committee to agree matter for scrutiny review.	Panel set up to investigate the road safety measures being taken by the Council and its partners, and issues affecting the number of killed and seriously injured.

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
ECSOSC Draft Work Plan	For discussion and monitoring.	Downland Management report on agenda Environment CMM 24 Sept. Additional items requested; bus fares for young people (9 November) and policing the use of drugs (February 2010)
6 October 2009 1pm		
Two call-in requests: Pedestrian Network Phase 2 and Downland Management	ECSOSC meeting called to determine whether or not to refer back two decisions: Pedestrian Network Phase 2 (17 September Cabinet) and Downland Management (24 September Environment CMM)	On the basis of informal consultation with residents present, Pedestrian Network Phase 2 decision not referred back. Environment CMM (5 November) asked to reconsider Downland Management
9 November 2009		
Report from Community Safety Forum (CSF)	Update	
Draft Waste and Minerals Core Strategy for Consultation following report to 15 October Cabinet		

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
Report on roadworks following letter from Councillor Steedman		
Young people and concessionary bus fares as requested at 14 September ECSOSC		
SPD London Road – outcome of consultation		
ECSOSC draft work plan	For discussion and monitoring	
18 December 2009 (2pm)		
Budget Seminar	Opportunity to make recommendations on budget proposals for OSC 26 January to take forward to 11 February Cabinet	
8 February 2010		

Discussion with Environment
Cabinet Member

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
Performance reporting – third quarter	Outline report of different national and local indicators relating to Environment Directorate in greater detail to help clarify data. Possibly use Community Safety Forum performance reporting style more widely	
Policing the use of drugs Operation Reduction	As requested	

19 April 2010		
Half-yearly report from CSF		
East Sussex and Brighton & Hove Waste and Minerals Core Strategy		

