Lancashire
Minerals & Waste
Development Framework

Joint Lancashire Minerals and Waste Development Framework Core Strategy DPD

Managing our Waste and Natural Resources

FEBRUARY 2009

This document has been prepared by the Joint Authorities
of Blackburn with Darwen Borough Council,
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For further details of the Joint Lancashire Minerals and Waste Development Framework, and to view and download this and other documents, please visit our website.

www.lancsmwdf.com

Preface

Whatever your view, for one reason or another you will recognise the importance to our everyday lives of extracting minerals and managing waste.

Minerals are essential raw materials to our manufacturing industry, and to building or improving our roads, homes, hospitals, schools, shops and offices.

In the same way, our quality of life relies on the safe, clean and effective collection, treatment and disposal of waste. And by reusing, recycling and finding other uses for more of our waste we can help to reduce our impact on the environment and benefit future generations.

There is no doubt that good planning of our minerals and waste is fundamental to the way we live our lives and the way our cities, towns and villages appear and function. Equally though, we need to appreciate the potential for minerals exploitation and the management of waste to cause disruption to our environment and to our communities.

Hence the reason why we have produced this Core Strategy: to try to minimise any conflicts as best we can, and ensure that the wider community can enjoy the benefits of good minerals and waste planning now and in many years to come.

We are entering a new and challenging time in managing our waste and natural resources. This Core Strategy represents our first opportunity to begin to plan for the step change we are seeing in the nation's approach to dealing with its waste, away from landfill and towards more sophisticated methods of management and resource recovery.

We are proud of our performance and action in the area of municipal waste management, which have put the Plan area at the forefront of the region's, and indeed the nation's, response to achieving more sustainable forms of waste management.

We now look to the Core Strategy to steer the Plan area to similar performance across the wider waste streams and in natural resource management, by providing the framework in which more detailed proposals for minerals and waste can emerge in future development plan documents under the Joint Lancashire Minerals and Waste Development Framework.

Contents

Section 1

Preparing a Core Strategy

1.1 The Government has introduced changes to the land-use planning system which affect the look of, and the way we prepare, the plans that guide the location and type of new development.

1.2 These changes mean that instead of preparing a 'Structure Plan' and a number of 'Local Plans' to deal with future land use across Lancashire, we must now prepare 'Local Development Frameworks' (or 'LDFs') under a Regional Spatial Strategy for the North West (or 'RSS'). One such LDF will cover minerals and waste planning and will be called the Minerals and Waste Development Framework (or 'MWDF').

This will contain a number of Development Plan Documents (DPDs), including a Core Strategy, Site Specific policies, Development Control policies and a Proposals Map. Collectively, these documents with the RSS will provide the development plan for minerals and waste in Lancashire.

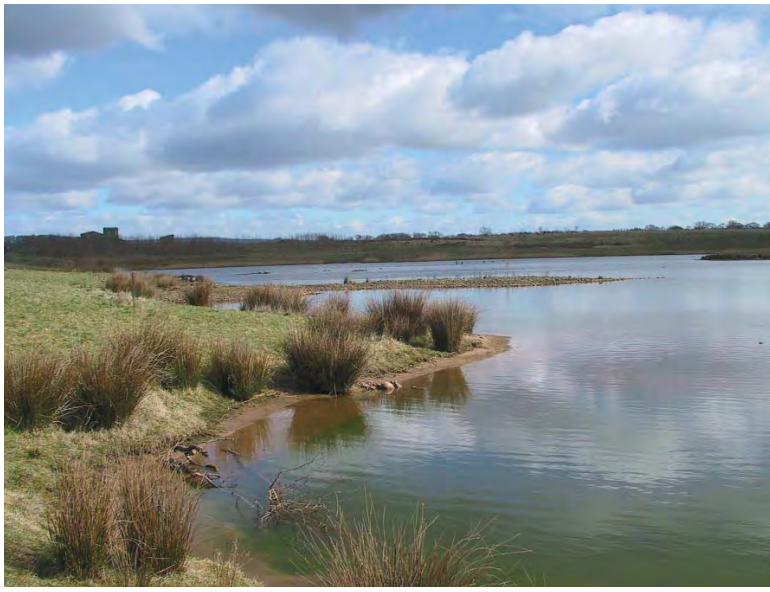
1.3 A Minerals and Waste Local Plan (hereafter referred to as the Local Plan) was adopted in 2001, covering the same Plan area as this Core Strategy.

Putting aside the changes to the planning system explained above, there is a need to review and update the strategy and the policies of the Local Plan, to account not only for changes in minerals and waste planning, but also to reflect on broader changes to our economy, our environment, and our communities.

Section 9 illustrates those policies in the Local Plan which are replaced by the Core Strategy and those which remain operational until replaced by other policies within the emerging MWDF. The Local Development Scheme will identify further DPDs to be prepared, which in turn, will identify those remaining policies in the Local Plan that will be replaced.

Section 2

Identifying Issues, Needs and Constraints



2.1 Lancashire contrasts some of the most densely populated urban areas in the country with large expanses of sparsely populated and highly valued rural countryside. It is bordered by rural areas of Cumbria and North Yorkshire to the north, the three major metropolitan areas of Merseyside, Manchester, and West Yorkshire to the south and east, and the Irish Sea to the west. More than four-fifths of Lancashire's total area is rural, although most of Lancashire's 1.4 million residents live and work in its dispersed cities and towns.

2.2 The characteristics of the Plan area (which are illustrated on the Key Diagram accompanying the Core Strategy) for waste management and minerals extraction, bringing issues, needs and constraints that we need to be aware of, including:

- Continuing population and household growth, accompanied by economic and regeneration growth, focussed on the Central Lancashire City Region area, East Lancashire's housing market renewal area, Coastal towns' regeneration areas, and parts of South Lancashire within the Liverpool City Region area.
- A great diversity of landscapes, including some of the most valued landscapes in northern England, nationally important archaeological sites, and an increasing number of protected wildlife sites, some of international significance, supporting a variety of species.
- An internationally important coastline for its nature conservation value.
- A valuable built heritage including historic buildings of various periods and types, historic parks and gardens, and numerous Conservation Areas.
- A diverse economy built on a long history of urban and industrial growth, dominated in western areas by retail and tourism and a small number of significant manufacturing firms, and in eastern parts by a narrow and weak economy over-dependent on a declining manufacturing base.
- Relatively large amounts of derelict and degraded land recognised as having a significant effect on the image of and investment in our sub-region, as well as creating a local nuisance and safety concerns.
- A well-developed transport system, with an interregional motorway and rail network linking north-south and east-west, well-connected urban areas, two major canal waterways and port facilities at Heysham, Fleetwood and Glasson.

2.3 Relating these to minerals and waste, we see that many of our mineral resources are tightly constrained by the valuable landscape and important nature conservation interests in our Plan area, meaning opportunities for extraction are limited. Some are threatened by other development pressures. Others suffer from poor access to our primary transport network and impact upon their local environment and communities. For some minerals, a diminishing supply brings difficulties of its own, with possible encroachment towards populated areas if we are to continue to meet our local, regional and national needs with primary land-won minerals. Similarly, diminishing landfill capacity, whilst supporting our efforts to reduce and recycle our waste, throws up its own challenges to minimise waste growth from an expanding population and economy, handle our waste in more resourceful ways, and find locations for new waste technologies with the capacity to manage our waste but also potentially to find more landfill for a decreasing but continuing demand for final disposal.

2.4 Given the characteristics of minerals and waste in our Plan area, our earlier consultation work has provided a focus for the Core Strategy on the following issues. The Core Strategy should address how to:

Safeguard Lancashire's Mineral Resources

- Minerals are a finite resource and care needs to be taken to ensure that deposits are used in the best way and safeguarded from other forms of development to ensure they are not sterilised.

Minimise the need for future Mineral Extraction

- A key objective of Government guidance is to reduce the consumption of primary aggregates and ensure that they are put to the highest quality end use. To this end the Government is seeking an increase in the amount of recycled and secondary aggregates (RSA) used.

Meet the demand for new Minerals

- New targets for the amount of aggregates that need to be provided were issued by the Government in 2003. These were lower than in previous years and reflected changes in production levels and attempts to increase the contribution of recycled and secondary aggregates. No such apportionments of forecast demand are produced for other minerals.

Identify Sites and Areas for Mineral Extraction

- Government guidance requires that minerals are planned for to ensure a steady supply over the plan period.

Achieve Sustainable Minerals Production

- The potential impacts arising from minerals development can be significant, often resulting from noise, dust, and vibration. These impacts can result in considerable nuisance to local communities. The movement of minerals in particular has the potential to cause damage to our environment.
- Most of the minerals extracted within the Plan area are moved by road. The current Plan contains policies for rail freight and recognises the importance of minimising travel. The Government advises a move towards more sustainable transportation, including consideration of alternative means of moving minerals, for example by train or barge.

Promote Waste Minimisation and Increase Waste Awareness

- A key emphasis of government policy is waste minimisation, and significant increases in recycling and composting. Heavy reliance is placed on the role the general public and industry will play in achieving these aims, and it has been proven that increases in waste minimisation and recycling often occur as a result of increasing education and awareness.

Manage our Waste as a Resource

- The current Minerals and Waste Local Plan relies on landfill as the main means of dealing with waste. We need to cater for all waste streams, some of which have Government-set targets for recycling and recovery. In recent years, waste management technologies have advanced. There are now a number of different means of dealing with waste.

Identify Capacity for Managing our Waste

- Government guidance requires that waste management facilities are planned for to ensure that sufficient facilities are made available to meet waste management needs. There are a number of ways this might be achieved.

Achieve Sustainable Waste Management

- The management and transportation of waste can lead to significant environmental impacts and nuisance to local communities. The aim of sustainable waste management is to maximise recycling and recovery without adversely affecting communities or the environment. A key emphasis of Government policy is to deal with waste as close as possible to where it arises and encourage sustainable waste management practices which reduce the need to transport waste great distances.

2.5 These are the issues under which our strategy is presented in Section 6.

Section 3

Influences

3.1 The Core Strategy has been influenced from a number of sources. Principal amongst these are the views of stakeholders, as well as the outcomes of sustainability appraisal and evidence gathering. Underpinning the Core Strategy are European, National and Regional planning policies, the community strategies in place across the Plan area and other relevant local and regional strategies and initiatives.

3.2 Key to our approach to preparing the Core Strategy is the idea of 'spatial planning'. Traditional land-use planning has largely relied upon the regulation and control of how land is used. Spatial planning demands a wider, more integrated approach that aims to promote outcomes that deliver economic, social and environmental objectives together over time. It relies upon local authorities and other organisations co-ordinating their activities, agreeing objectives and jointly managing changes affecting their area. At the heart of these objectives is the Government's drive for sustainable communities.

3.3 Sustainable communities are places where development and the delivery of key services are co-ordinated and where individuals, neighbourhoods, businesses, and organisations work together and are supported by an effective system of local government.

3.4 Sustainable development is key to delivering more sustainable communities. Sustainable development calls for homes, buildings and infrastructure which support economic growth, stronger communities, and are protective of cultural and environmental quality. It also calls for ways of planning, decision-making and management which consider the long-term effects of new development and facilitate the delivery of better services.

The Government's objectives for minerals and waste

3.5 At the national level, Government objectives for minerals and waste planning complement this drive for sustainable communities. In their broadest sense, these look to:

"meeting the nation's need for minerals sustainably by adopting an integrated policy approach to considering the social, environmental and economic factors of doing so and securing avoidance or appropriate mitigation of environmental impacts"
(Government's aims for minerals planning, MPS1 'Planning and Minerals')
and to..."protect human health and the environment by producing less waste and by using it as a resource wherever possible"

(Government's overall objective on waste, PPS10 'Planning for Sustainable Waste Management')

3.6 In addition to these Government Policy Statements, there are a series of others that the Core Strategy has taken into account. Others of particular relevance to minerals and waste planning include the series of Mineral Policy Guidance notes and emerging Statements, Planning Policy Statement 7 (Sustainable Development in Rural Areas), Planning Policy Statement 9 (Biodiversity and Geological Conservation), and Planning Policy Statement 25 (Development and Flood Risk) and the Supplement to Planning Policy Statement 1 (Planning and Climate Change). The Government's objectives for waste management are also captured in the National Waste Strategy 2007, which revised and updated the direction of the previous Strategy published in 2000.

Other strategies

3.7 The Core Strategy will be a key mechanism in delivering aspects of Community Strategies related to minerals and waste planning. As well as considering the Community Strategies of the Joint Authorities, District Community Strategies across Lancashire have been considered for the ideas they address that are likely to be relevant to minerals and waste planning. The following table combines together the relevant issues and actions contained in the Community Strategies that cover the Plan area.

3.8 The Plan area is also covered by a Joint Municipal Waste Management Strategy, prepared by the Lancashire Waste Partnership comprising all fifteen Waste Disposal and Collection Authorities in the Plan area. The strategy, sets out a series of measures for improving rates of waste growth, recycling and composting and diverting waste away from landfill through other waste management solutions. These measures have since been developed into a programme for delivery of a Lancashire Waste Network (for municipal waste management).
The targets and likely delivery mechanisms have informed production of the Core Strategy.

Summary of relevant issues and actions identified in community strategies	
Issues	Actions
Minimise waste to landfill	Encourage reduction, reuse and recycling of waste Focus on waste minimisation Reduce pollution Encourage recycling in redevelopments Support and create markets for recycled products
Reduce transport impacts	Encourage and develop more sustainable methods of transport Protect key rail corridors for future transport use Reduce pollution
Reduce dereliction	Use land effectively/efficiently Bring into use brownfield and derelict land
Protect landscape and biodiversity	Protect and enhance wildlife habitats/the local environment Develop in suitable areas
Raise environ-mental awareness	Develop incentives to encourage environmentally sustainable behaviour Emphasise environmental sustainability as a key area for investment in any local decision
Encourage innovative environmen-tal businesses with growth potential	Enhance skill levels Provide broad range of employment opportunities Support markets for recycled materials and products
Protect and enhance built environment /heritage assets	Preserve distinctive heritage Development reflecting local characteristics Support locally sourced materials

The current development plan for Lancashire

3.9 The North West's Regional Spatial Strategy (RSS) provides a framework for the strategy and policies in this Core Strategy, and reflects the aspirations set out in The Northern Way, the Regional Economic Strategy, Regional Transport Strategy and the Regional Waste Strategy.

3.10 The minerals and waste policies contained in the RSS have recently been revised and updated as part of the RSS review, which was published in 2008. The Core Strategy has been prepared alongside this review process and has taken the content of the RSS into full account.

3.11 The Joint Lancashire Structure Plan 2001-2016 ('the Structure Plan') was adopted in March 2005. RSS suggests which structure plan policies are replaced by its own policies, but also notes that there may be instances where it may be appropriate for structure plan policies to be expressed in local development frameworks (including a minerals and waste development framework such as this) prepared by local authorities in the region. The Structure Plan contains three policies on minerals and waste. Collectively, these policies cover the provision of suitable and sufficient facilities for new minerals extraction and for managing all waste streams, and emphasise waste minimisation, the role of recycled and secondary aggregates, and high quality restoration schemes as key issues for minerals and waste planning.

3.12 The Lancashire Minerals and Waste Local Plan 2006 ('the Local Plan') was adopted in December 2001. Whilst the process we are undergoing is new, the strategy and objectives of the Local Plan, and the effectiveness of its policies since its adoption, have provided an important starting point for generating a vision, objectives and policies for the Development Framework. More specifically, a survey of users of the Local Plan, carried out during 2003 and reported in our Monitoring Report 1 (2003), will continue to inform the process of preparing new policies for the Core Strategy and other development plan documents under the Minerals and Waste Development Framework.

Community Involvement

3.13 To involve stakeholders from the early stages of preparing the Core Strategy, we established a Forum for representatives from local communities, industry, government agencies, local authorities and other interests. With around 100 members, the Forum contributed through a series of independently facilitated workshops and short consultation exercises during late 2005. The comments and suggestions made during these early stages helped in identifying issues and options for minerals and waste planning, which were presented in a consultation report sent to all our consultees in early 2006. The response to that consultation influenced our proposals for preferred options. In turn, a public participation exercise for our preferred options informed the preparation of this Core Strategy.

Sustainability Appraisal

3.14 Delivering sustainable development is at the heart of the new planning system. The Sustainability Appraisal process is about making sure our ideas for a vision, objectives and policies are sustainable and will have a positive effect on society, the environment and economy. The appraisal also highlights how we might better integrate with other plans, strategies and initiatives. A Sustainability Appraisal has been undertaken at each stage in the preparation of the Core Strategy.

3.15 The effect of Core Strategy policies, and other DPDs, will be monitored against the sustainability objectives that underpin the appraisal and presented in the Annual Monitoring Report, and these effects will influence future reviews of these policies.

Section 4

A Spatial Vision

4.1 Producing the new Minerals and Waste Development Framework allows us to take a fresh look at the issues facing us and to take bold steps towards delivering improvements, based on the principles of sustainable development handed down to us by national Government. Identifying a vision of Lancashire in the future allows us to translate these broad sustainability principles into something that is hopefully relevant and meaningful to Lancashire's residents, businesses and visitors.

4.2 The Spatial Vision that follows takes in the essential features to come out of our earlier consultations and sustainability appraisal and presents these as a spatial expression of the relevant matters in community strategies across the Plan area. It presents a vision of Lancashire in 2021 and the actions needed to deliver our vision.

A SPATIAL VISION FOR MINERALS AND WASTE IN LANCASHIRE

Over the Plan period, Lancashire will continue to contribute an appropriate supply of minerals to provide locally sourced materials and those required to meet regional and national needs, supported by a productive and diverse minerals industry. The use of alternative materials in place of land-won minerals will progressively increase, and will be supported by an expanding mineral recycling industry. New waste facilities will be located to reduce the need to transport wastes unnecessarily and to support self-sufficiency and local ownership in waste management. Minerals will be safeguarded for their economic, environmental or cultural heritage value. All new minerals and waste development will contribute to conserving and enhancing our landscapes, our natural and cultural heritage and our quality of life.

By 2021, we will all, residents, businesses and developers alike, understand our own responsibilities in managing our waste and natural resources sustainably and will view waste as a resource rather than something to be thrown away and forgotten. Our communities and visitors to Lancashire will value our mining and quarrying heritage and appreciate the importance of continuing mineral extraction to our economy and to our quality of life. Residents and industry will work closely together and with local authorities to influence the way future sites for minerals and waste are planned.

Lancashire will benefit from an integrated network of waste facilities using innovative technologies to manage our waste in sustainable ways, and supported by a thriving recycling and reprocessing market. All new developments will embrace waste minimisation and recycling in their design and construction techniques. High quality design and working practices will be an essential feature of all new minerals and waste developments, which will respect the character and distinctiveness of their surroundings. Lancashire's minerals and waste activities will be exemplars of best practice.

Section 5

Objectives

5.1 Whilst our vision describes what we will achieve, our objectives tell us how we should go about achieving this. When we monitor and review our progress against these objectives, we should be able to tell a lot about our achievements, whether our policies are having the desired effect, and what we might need to do to improve things.

5.2 Our proposed vision outlines our ambition for sustainable resource management in the Plan area. All the objectives that follow are underpinned by this ambition to manage waste and minerals extraction according to the principles of sustainable development, supporting the Government's strategy for Sustainable Communities and the delivery of Lancashire's community strategies.

MINERALS AND WASTE OBJECTIVES FOR LANCASHIRE

Safeguarding Lancashire's mineral resources by the sustainable and prudent use of mineral resources requires a coherent approach in which the demand for minerals is minimised; wastage of resources is avoided; and the value of minerals and their former workings is optimised.

Objective 1 To identify and safeguard mineral resources for specific purposes which meet a proven and sustainable need, recognising their environmental, cultural and landscape value and their potential for future working.

Minimising the need for minerals extraction is a key element of our Spatial Vision, and will provide opportunities for new business growth in this sector.

Objective 2 To encourage the availability and use of recycled and secondary minerals, supported by resource-efficient construction techniques.

Meeting the demand for new minerals in a sustainable manner will provide long-term certainty and direction for the mineral extraction industry.

Objective 3 To provide a sustainable supply of locally sourced minerals, sufficient to meet our contribution to local, regional and national needs.

Identifying sites and areas for minerals extraction can have a significant effect on businesses and on local communities. Within a plan-led system communities and businesses should be able to contribute to the process of site selection effectively.

Objective 4 To provide certainty for businesses, operators and the public by identifying sites and areas for new minerals extraction, whilst seeking to conserve and enhance Lancashire's environmental assets and ensure a high quality of life for all.

Achieving sustainable minerals production requires the adoption of good working practices and adherence to high environmental standards, and an appreciation of the wider and longer term impacts of minerals extraction on our environment.

Objective 5 To support high standards of working practices and environmental protection, and take an integrated and innovative approach to enhancing the quality of land and our landscapes during extraction and in restoration for beneficial after-use, including potential benefits to biodiversity, amenity and access to the countryside.

Our vision calls for greater community involvement and partnership working, to increase the opportunities for people to be involved in the way their communities are planned and developed.

Objective 6 To encourage and enable local communities, businesses and local authorities to work together in coming to decisions and delivering solutions for sustainable resource management.

Promoting waste minimisation and increasing waste awareness will be relevant both to our strategic approach and to the success of specific development proposals.

Objective 7 To encourage greater understanding and responsibility among residents, businesses and developers to reducing and recovering value from waste.

Managing our waste as a resource requires commitment from both the producers of waste and those responsible for managing that waste. Facilities will be necessary to deliver this commitment.

Objective 8 To contribute to breaking the link between economic growth and the environmental impact of waste by minimising waste requiring final disposal and promoting the development of environmental technologies for sustainable waste management.

Identifying capacity for managing our waste, supported by appropriate sites and technologies, will be essential in our progress throughout the plan period towards more sustainable forms of waste management.

Objective 9 To provide a sufficient capacity of waste management facilities, including landfill needed for final disposal, that prioritises waste reduction, then reuse, recycling and recovery so that the plan area will be net self-sufficient in waste management capacity by 2021

Identifying appropriate sites for waste management and ensuring appropriate design and operation standards are met is central to achieving sustainable waste management.

Objective 10 To identify and safeguard sites to deliver sustainable waste management to allow waste to be dealt with as close to its source as possible, whilst conserving and enhancing Lancashire's environmental assets.

Objective 11 To promote high quality design and working practices in waste management facilities, to minimise harm caused to local communities, the landscape and local environment and encourage the satisfactory restoration of landfill sites for beneficial after-uses.

Section 6

A Strategy for Managing Waste and Natural Resources

6.1 In this section we describe our strategy, activities and actions to delivering the vision and objectives presented earlier in this report.

6.2 The Strategy is presented under nine separate but interlinked issues, which continue the same issues identified during earlier consultation and link to the objectives presented already. The issues are how to:

- safeguard Lancashire's mineral resources (linked to Objective 1)
- minimise the need for mineral extraction (Objective 2)
- meet the demand for new minerals (Objective 3)
- identify sites and areas for new mineral extraction (Objective 4)
- achieve sustainable minerals production (Objective 5)
- promote waste minimisation and increase waste awareness (Objectives 6 & 7)
- manage our waste as a resource (Objective 8)
- identify capacity for managing our waste (Objective 9)
- achieve sustainable waste management (Objectives 10 and 11)

6.3 The policies of the Core Strategy (referenced CS1-9), which address these issues, are set out in the following pages, and, to provide context to this policy framework, should be read alongside the relevant supporting text and Sections 7,8 and 9 and the Key Diagram.

Section 6.1

Safeguarding Lancashire's Mineral Resources

POLICY CS1

Minerals will be extracted only where they meet a proven need for materials with those particular specifications.

Lancashire's mineral resources, including those shown on the Key Diagram, and including its former mineral workings, will be identified and conserved, where they have an economic, environmental or heritage value.

Mineral resources with the potential for extraction now or in the future will be identified as Mineral Safeguarding Areas and protected from permanent sterilisation by other development.

Mineral consultation areas will be identified and reviewed regularly. District councils will consult with the minerals planning authority where proposals for developments fall within these areas.

Extraction of mineral resources prior to other forms of development will be encouraged.

The Mineral Planning Authorities will work with industry and others to ensure the best available information supports these principles.

6.1.1 Key to delivering sustainable development is how we use our natural resources. Living within our environmental limits means making sure that we use our natural resources wisely to ensure that future generations have a supply to meet their needs. The minerals we use in everyday life, for building our homes, communities and roads, generating electricity, and making our paper, glass and paints, are a finite resource and care needs to be taken to ensure that the resources we know about are conserved and used in the best and most sustainable way. In all instances, minerals will be extracted only where they meet a proven need for materials with those particular specifications.

6.1.2 As well as their value to society and to our economy, current and former mineral workings can have an environmental or heritage value. Former mineral workings, particularly those quarries supplying building stone of various uses, can be intrinsic elements in the local historic landscape, and can provide an important educational and recreational resource. Some may even offer the opportunity for further working for their scarce resources. Others can provide important natural habitats, or features of geological importance. Many current or former workings across Lancashire are designated for their nature conservation or geological value. Lancashire's mineral resources, including its former mineral workings, will be identified and conserved, where they have an economic, environmental or heritage value.

6.1.3 Mineral resources must also be safeguarded from other forms of development to ensure they are not sterilised but have the potential to be extracted in the future. Safeguarding mineral resources should not necessarily be confined only to certain types of minerals, such as aggregate minerals, or only to those minerals of a national or regional significance. Provided there is a likely commercial interest for the mineral, now or in the future, known mineral resources will be identified in Mineral Safeguarding Areas (MSAs) and safeguarded from sterilisation by other forms of development. Similarly, where mineral extraction does take place, it is important that operators avoid the possibility for sterilising any further minerals close to current workings.

6.1.4 We intend to identify sites and areas that will meet our requirements for new mineral extraction in the Plan period, as part of our Site Specific Development Plan Document. Those sites currently safeguarded in the Local Plan will be reviewed as part of that process. MSAs are likely to provide for potential longer-term mineral needs beyond these requirements. However, designation of an area for safeguarding does not mean that its mineral resources will be worked. These areas cannot be delivered by the Core Strategy and Key Diagram but will be shown on the Proposals Map and in Local Development Documents prepared by constituent District Councils. In the interim, the Key Diagram shows all existing sites which will be included in MSAs (including the extent of the mineral consultation area for these sites, referred to below). The Key Diagram also shows mineral resource areas for sand and gravel deposits, which will also be considered for their appropriateness for safeguarding if they are not specifically identified for extraction during the Plan period. Mineral resources with the potential for extraction now or in the future, will be identified as Mineral Safeguarding Areas and protected from permanent sterilisation by other development.

6.1.5 Mineral consultation areas will be identified and reviewed on a regular basis. Where proposals for developments fall within these areas, the local planning authority will consult with the minerals planning authority.

6.1.6 Government policy also encourages mineral extraction before development where it is economically and environmentally acceptable. Liaison will take place with local planning authorities and applicants to encourage the extraction of mineral resources prior to other forms of development.

6.1.7 An important prerequisite to identifying and safeguarding mineral resources through minerals policies will be the availability of information to allow a thorough understanding of the nature of the mineral resource, the commercial and operational feasibility of extraction, and environmental or other factors that may weigh against extraction.

6.1.8 National policy encourages Mineral Planning Authorities to ensure the best available information on mineral resources and the social and environmental constraints working on them, and to undertake regular assessments of all mineral reserves and known resources in their area and the need for, distribution, production and uses of, each type of mineral. We already have a good deal of important geological data available, including information on permitted reserves, to support the safeguarding of certain locations or sites, but there are likely to be many other areas where the necessary information is lacking. We will work with industry and others to ensure the best available information to support the identification, conservation and safeguarding of our mineral resources.

6.1.9 The other strands to the Core Strategy, presented below, will complement these approaches to conserving and safeguarding mineral resources, by minimising the extraction of land-won minerals, by identifying the necessary supply, and by promoting and maximising the use of alternative (recycled and secondary) materials. The safeguarding of storage and handling facilities used in the transportation of minerals is also considered in the following sections.

Section 6.2

Minimising the need for Mineral Extraction

POLICY CS2

All new developments will be expected to maximise the use of recycled and secondary materials by including measures to:

(i) reduce, reuse, recycle and recover the waste they produce during construction and demolition, where possible on-site;

(ii) maximise the use of recycled and secondary materials, and the reuse of other building materials, within the development; and

(iii) maximise the potential for recovering and recycling construction materials at the end of the development's life, through the design of, and specification of materials used in, the development.

25% of construction aggregates used in the Plan area will comprise recycled and secondary materials by 2021.

A network of sites for fixed recycling facilities will be identified across the Plan area, with sufficient capacity and conveniently located to maximise recycling of construction, demolition, industrial and quarry wastes.

Temporary recycling facilities will be located at larger sites of construction, demolition and highway projects with on-site re-use of these materials wherever possible.

6.2.1 In terms of minimising the need for aggregate mineral extraction, the most sustainable and resource efficient approach of all is to reuse buildings rather than reuse and recycle the materials in those buildings. Because of our limitations in influencing the reuse of buildings over demolition and recycling, we focus on the role we can play in increasing the reuse and recycling of materials.

6.2.2 The Government is seeking an increase in the amount of recycled and secondary aggregates we use. Currently around 12% of construction minerals in the North West region are RSA materials. Around one half of construction and demolition waste is currently recycled, with as much as 400,000 tonnes sent to licensed landfill sites or to fill quarry voids across Lancashire every year. This suggests a considerable potential to increase the use of recycled and secondary aggregates, which would benefit us in several ways:

- by reducing the demands on extracting primary land-won aggregates for new construction;
- by reducing the amounts disposed of to landfill; and
- by reducing the transportation of these amounts of minerals and waste

6.2.3 Using these waste materials as a resource is linked directly with climate change. Their use in place of primary aggregates takes up to 75% less energy and produces far less carbon dioxide emissions (from the extraction, transport and disposal of these materials). Fiscal measures set by the Government are intended to deter landfilling, through a tax on landfilled waste, and the use of primary minerals, with a levy on aggregate production. Alongside these measures, there are currently a number of voluntary initiatives introduced by Government and by the construction industry itself to increase awareness and support an increase in recycled materials used in new development. Planned changes to Building Regulations also support the use of recycled materials in new development.

6.2.4 We can promote these approaches and provide better advice to those in the construction industry. All new developments will include measures to:

- reduce, reuse, recycle and recover the waste they produce during construction and demolition, where possible on-site;

  maximise the use of recycled and secondary materials, and the reuse of other building materials, within the development; and also to
- maximise the potential for recovering and recycling construction materials at the end of the development's life, through the design of, and specification of materials used in, the development.

6.2.5 Guidance for applicants, planning authorities and other interested parties is provided in a Supplementary Planning Document to the Development Framework, entitled 'Minimising and Managing Waste in New Developments (2007)'.

6.2.6 Target setting is difficult. Ongoing research into the composition of, and possible uses for, recycling construction, demolition and excavation waste should give us a better idea of the potential for these materials to replace primary minerals. Even then, setting any target will be difficult given the different types of materials capable of use in, for example, new road building, hardstanding, and in various forms of built development. The potential supply of recycled and secondary materials is limited in terms of its overall contribution to meeting aggregate demand, and also, as a quality issue, in terms of the range of uses it can be put to.

6.2.7 The Government's mineral apportionments, that set Lancashire's requirement for sand and gravel and crushed rock production (discussed in further detail in Section 6.3), reflect these attempts to increase the contribution from recycled and secondary aggregates and assume that around 25% of the demand for aggregates to 2016 will be met by these materials. The Regional Spatial Strategy includes a target of 20% of construction aggregates to be from secondary or recycled sources by 2010 and 25% by 2021. Recent performance is estimated at around 14%, although this is believed to an underestimate of the true use of recycled aggregates currently.

6.2.8 Given these underlying influences, we consider that a target can be set at this time. We will work with the construction industry to achieve a target of 25% of construction aggregates to be recycled or secondary materials by 2021. This target will be monitored and reviewed using the results of ongoing research and data collection.

6.2.9 To support these proposals, we must have in place sufficient aggregate recycling facilities to provide the necessary capacity for recycled and secondary materials. Lancashire's recycling industry has grown over recent years, with a dozen or so recycling facilities now located across Lancashire and the increasing use of mobile recycling facilities at major development sites for reuse on site or for general sale.

6.2.10 We can achieve higher rates of recycled and secondary aggregate use, in place of primary minerals, by providing a greater capacity of processing facilities near to the sources of construction and demolition wastes and industrial and quarry wastes, as follows:

- at existing quarries;
- in or near to our larger towns, and particularly Lancashire's regeneration areas (spanning large areas of East Lancashire and our coastal towns as well as smaller neighbourhoods elsewhere) where facilities are currently absent;
- at existing landfill sites accepting construction and demolition wastes as part of the pre-treatment, reduction and recovery of these wastes prior to landfilling;
- in addition to these fixed locations, there are environmental benefits to be gained from the treatment of construction, demolition and excavation wastes, and re-use on-site where possible, at major demolition and construction sites.

6.2.11 A network of sites for fixed recycling facilities will be identified across the Plan area, with sufficient capacity and conveniently located to maximise recycling of construction, demolition, industrial and quarry wastes.

6.2.12 This is described in further detail as part of the management of those wastes under Policy CS8. The process of identifying these locations is addressed in Section 8.

6.2.13 Complementing this approach, temporary recycling facilities will be encouraged at larger sites of construction, demolition and highway projects with on-site re-use of these materials wherever possible.

Section 6.3

Meeting the demand for new Minerals

POLICY CS3

Provision will be made for the extraction of the following amounts of mineral for aggregate use between 2001-2021:

(i) 10.8 million tonnes of sand and gravel

(ii) 57.8 million tonnes of limestone

(iii) 38.1 million tonnes of gritstone

This provision will be met through a combination of rolling forward and identifying a minimal range of new sites and relying on the maximum contribution from secondary and recycled aggregates.

The contribution to aggregate demand from primary extraction and from recycled and secondary alternatives will be monitored. Should the contribution of these alternative materials exceed 25% of total aggregate usage, the release of any additional sites will be reviewed and updated as a matter of urgency.

Based on the position at the end of 2005, provision will be made for the release of additional land for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021. Preference will be given to the release of sand and gravel reserves which provide for the maximum practicable contribution of high quality sand.

No additional land will be made available for the extraction of limestone for aggregate use before 2021.

No additional land will be made available for the extraction of gritstone for aggregate use before 2021, unless it is of a special quality not available from elsewhere.

Additional land will be made available during the Plan period for the extraction of minerals for cement or brick manufacturing, where it can be demonstrated that the landbank supplying the manufacturing plant will fall short of 25 years during the Plan period.

Proposals for the extraction of locally sourced building stone for building and architectural purposes will be supported.

The Mineral Planning Authorities will endeavour to maintain a landbank of at least seven years of planning permissions for the extraction of sand and gravel and 10 years for crushed rock (limestone and gritstone)

6.3.1 There is a clear message from our stakeholders and our sustainability appraisal, which is supported by national and regional policies, that we should be reducing our reliance on new mineral extraction in the Plan area and rely more on the contribution from alternative, recycled and secondary, materials. The Government's aggregate apportionments (in the table below) for sand and gravel and crushed rock production already support this view, by assuming that some 25% of aggregate demand will be met through these alternative materials. We have put forward this target as part of our proposals to minimise the need for mineral extraction (under Section 6.2).

6.3.2 The opportunity to improve on this target is unclear at the present time and will need to be reviewed in the light of ongoing research into recycled aggregates. It would be reasonable to pursue a plan, monitor and manage approach to minerals supply, which seeks to rely on maximum contributions from alternative (RSA) materials, supported by the identification of a minimal range of new sites.

6.3.3 Provision will be made for the extraction of sand and gravel and crushed rock aggregates according to the forecast demand set by sub-regional apportionments. This provision will be met through a combination of rolling forward and identifying a minimal range of new sites and relying on the maximum contribution from secondary and recycled aggregates. The Government's apportionments cover the period to 2016, but our Plan period runs to 2021. In order to maintain a landbank of minerals supply throughout our Plan period to satisfy national policy on this matter, we propose to roll forward the apportionment at the same required level of production to 2021. This amount is separately identified in the table across the page.

6.3.4 Pursuing a plan, monitor and manage approach to minerals supply will need to be supported by regular and comprehensive monitoring to provide an accurate and up-to-date position on the contribution of recycled and secondary aggregates to inform supply decisions by the minerals industry and the mineral planning authorities. We will monitor the contribution to aggregate demand from primary extraction and from recycled and secondary alternatives. Should the contribution of these alternative materials exceed 25% of total aggregate usage, the release of any additional sites will be reviewed and updated as a matter of urgency.

Lancashire's Requirements for Aggregates (million tonnes)			
	Sand and Gravel	Lime-stone	Grit-stone
Apportionment 2001-2016	8.2	44	29
Additional to maintain a landbank to 2021	2.6	13.8	9.1
Total Requirement to 2021	10.8	57.8	38.1
Production 2001-2005	2.3	13.1	8.2
Permitted Reserves end of 2005	4.4	50.3	64.5
Additional to be released 2006 -2021	4.1	0 (5.6 surplus)	0 (34.6 surplus)
Amount necessary to provide a 7 or 10 year landbank	3.5	27.5	18.1

6.3.5 Providing a suitable supply of aggregate and other minerals must balance environmental considerations against the need to maintain an adequate supply of minerals to meet the justifiable needs of the economy and society. Pursuing the approach above would represent the best balance between society's demand for minerals and protecting and conserving our environmental and natural resources.

Sand and Gravel

6.3.6 Over recent years the Joint Plan area has produced around half a million tonnes of sand and gravel each year, a rate which continues under these apportionment figures to 2016. This amount has broadly comprised about two thirds high quality concrete and building sand and one third gravel and constructional fill. (For definition purposes, high quality sand is sand that meets the relevant requirements of the appropriate British Standard and may include dry screened sands.) Recent changes in production are expected to bring a drop in annual production by some 200,000 tonnes each year, and with it a fall in the production of high quality sand. To maintain these recent proportions, the shortfall in sand and gravel to 2021 should be addressed by high quality reserves. Based on the position at the end of 2005, provision will be made for the release of additional land for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021, to meet the Plan area's sub-regional apportionment, such releases to provide for, as far as is practicable, the maximum amount of high quality sand within that overall requirement.

Crushed Rock

6.3.7 The supply of crushed rock in Lancashire comes from two rock types – gritstone and limestone. Production rates over the last decade or more show that limestone has accounted for 60% of production and gritstone 40%. Applying these proportions gives the amounts shown in the table above. For both types, current permitted reserves would be sufficient to provide a ten-year landbank now and to satisfy requirements to 2021.

6.3.8 For limestone, additional reserves are not required in the short term. The Key Diagram shows the location of longer-term strategic provision for limestone in the Plan area. As well as avoiding over-production, and supporting the use of recycled and secondary materials in its place, this will bring important environmental benefits as the limestone areas capable of being extracted are limited and can be of considerable nature conservation value. No additional land will be made available for the extraction of limestone for aggregate use before 2021.

6.3.9 Gritstone reserves do suggest a considerable over-provision at the present time. However, a significant proportion of the sandstone reserve is at one site in Rossendale, where production at the present time and for the foreseeable future may be negligible. There may also be particular instances where new extraction would produce materials of a special quality not available from elsewhere. No additional land will be made available for the extraction of gritstone for aggregate use before 2021, unless it is of a special quality not available from elsewhere.

6.3.10 The Local Plan made provision for maintaining a landbank of aggregate minerals at the same apportionment levels of production beyond the end of its Plan period, to satisfy Government policy on the matter. We do not make specific provision for this post-Plan period at this time, but the Mineral Planning Authorities will endeavour to maintain the required landbank for sand and gravel and crushed rock during the plan period. In the event that sub-regional apportionments for Lancashire are modified in the future, provision levels for sand and gravel and crushed rock will be adjusted accordingly.

Non-Aggregate Minerals

6.3.11 As well as our aggregate minerals, the Plan area produces significant amounts of minerals for use in cement production (limestone and shale) and in brick manufacture (clay and shales). These minerals typically require a longer landbank to provide security for higher levels of investment in quarrying and processing facilities. The expected landbank for brick manufacturing and cement manufacturing is 25 years.

6.3.12 Lancashire has three existing brickworks, at Accrington, Ravenhead near Skelmersdale, and Claughton in rural Lancaster. There is a need to maintain a continuing supply of permitted reserves of brick clay for each of these manufacturing plants sufficient for 25 years of production. It is possible that during the Plan period established sources of supply to one or more of these plants may fall short of this requirement. In addition, there remains the possibility that brickworks outside Lancashire may require materials from Lancashire, given the nature of the raw material. Additional land will be made available during the Plan period for the extraction of minerals for cement or brick manufacturing, where it can be demonstrated that the landbank supplying the manufacturing plant will fall short of 25 years. Consideration will be given to the reasonable availability of supplies of an appropriate quality from elsewhere.

6.3.13 Gritstone is also quarried for use as a building stone. With a renewed focus on urban regeneration across the North West region, and housing market renewal focusing on refurbishment and heritage and sustainable regeneration, there is likely to be a growing market for natural locally produced stone to match with existing stonework.

6.3.14 We recognise that as a County some of our actual demand for minerals is imported from outside the Plan area. Whilst it would not be practicable to provide for our own demands for all minerals, it would support sustainable objectives to seek to use locally sourced minerals wherever possible. Such a principle is likely to be more relevant in sourcing local building stone for conservation and new building schemes to maintain local distinctiveness. The extraction of locally sourced building stone for building and architectural purposes will be supported.

Section 6.4

Identifying Sites and Areas for Mineral Extraction

POLICY CS4

Based on the position at the end of 2005, specific sites and/ or preferred areas will be identified for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021. In identifying sites, preference will be given to the release of sand and gravel reserves which provide for the maximum practicable contribution of high quality sand.

No sites or areas will be identified for the extraction of any other minerals in the Plan period, unless it can be demonstrated that either the landbank will fall short of its requirement during the Plan period, or else that the current landbank contains reserves that are unlikely to be worked during the Plan period or else will not satisfy a commercial need for minerals of a particular specification that cannot be met from elsewhere.

A selection process will be undertaken by the Minerals Planning Authorities, in consultation with industry and landowners and other stakeholders, to identify all potential sites and areas and appraise their suitability for extraction informed by the potential resource areas for sand and gravel deposits shown on the Key Diagram.

6.4.1 We can only extract minerals where they are found. Our long history of mineral extraction has exhausted deposits in many parts of Lancashire, meaning our options for identifying possible locations for meeting our ongoing demand for minerals are diminishing. This is especially true in relation to our potential sand and gravel resources. Recent research we have commissioned has concluded that, based on all the available evidence, there are only a few remaining locations with proven high quality sand deposits in commercially viable quantities.

6.4.2 In other parts of Lancashire, other potential mineral reserves that may be capable of extraction are constrained by the considerable landscape or nature conservation value of their surroundings, our limestone quarries to the north of Lancashire being one such example.

6.4.3 These examples demonstrate the potential difficulties we face in identifying sufficient sites and areas to satisfy our demands for new mineral extraction.

6.4.4 However, having identified a demand for new minerals, it is important that we do make provision for these anticipated needs, to provide certainty to the industry, and also to local communities, and to ensure a continuity in supply. The Core Strategy, supported by our Site Specific Policies, will provide a clear indication to mineral operators and to Lancashire's communities of the locations where minerals extraction may take place.

6.4.5 Of the options available to us, we favour the identification of specific sites and preferred areas. For the reasons above, we do not favour the use of broad areas of search, as they provide little certainty to the industry or to local communities as to the location and likelihood of where and when future mineral extraction might take place.

6.4.6 Our sand and gravel landbank of permitted reserves at the end of 2005 (sites already with planning permission) shows a requirement for the release of additional land to allow for some further extraction, at least 1.5 million tonnes of high quality sand, before 2016. Given the detailed information for sand and gravel resources in the Plan area at the end of 2005, specific sites and/ or preferred areas will be identified for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021, to meet the Plan area's sub-regional apportionment. In identifying sites/areas, preference will be given to the release of sand and gravel reserves which provide the maximum practicable contribution of high quality sand to meeting that overall requirement.

These locations will be contained in our Site Specific Policies and Allocations DPD.

6.4.7 In the event that an application came forward for mineral extraction outside an area we identify through this process, the applicant would be required to demonstrate that the site is not only suitable on its merits, but also that it is at least as good as the sites in areas identified for extraction. Unless the applicant is able to demonstrate that the requirement is unlikely to be met from areas/sites identified in the Site Specific Policies and Allocations DPD, such proposals will normally be refused.

6.4.8 Based on the current landbanks of permitted reserves for our other significant minerals at the end of 2004 (gritstone, limestone, clay and shale), no sites or areas will be identified for the extraction of any other minerals, unless it is demonstrated that either the landbank will fall short of its requirement during the Plan period, or else the current landbank contains reserves that are unlikely to be worked during the Plan period or else will not satisfy a commercial need for minerals of a particular specification that cannot be met from elsewhere.

6.4.9 To assist in the identification of sites or areas, and to ensure we make a thorough assessment of all options, a selection process will be undertaken to identify all potential sites and areas and appraise their suitability for extraction. The method we propose to follow is described in Section 8.

6.4.10 This site selection process will be informed by early evidence gathering, which has identified potential resource areas across the Plan area for which sufficient geological information is available to indicate the potential for high quality sand deposits and where any higher tier planning constraints could be overcome (Sand and Gravel Stage 2 Study, Geoplan Ltd, 2006). These areas are shown on the Key Diagram.

Section 6.5

Achieving Sustainable Minerals Production

POLICY CS5

Alternatives to the bulk transportation of minerals by road will be encouraged. Existing or potential transport, storage, handling or reprocessing facilities will be safeguarded where they offer the potential for the use of rail, water or other means to transport minerals.

Criteria will be developed for the site identification process, and also for considering other proposals brought forward outside the plan-making process, to ensure that:

(i) our natural resources including water, air, soil and biodiversity are protected from harm and opportunities are taken to enhance them;

(ii) features and landscapes of historic and cultural importance and their settings are protected from harm and opportunities are taken to enhance them;

(iii) workings will not adversely contribute to fluvial flood risks or surface water flooding;

(iv) proposals for mineral workings incorporate measures to conserve, enhance and protect the character of Lancashire's landscapes;

(v) the amenity, health, economic well-being and safety of the population are protected by the introduction of high operating standards, sensitive working practices and environmental management systems that minimise harm and nuisance to the environment and local communities throughout the life of the development;

(vi) essential infrastructure and services to the public will be protected;

(vii) sensitive environmental restoration and aftercare of sites takes place, appropriate to the landscape character of the locality and the delivery of national and local biodiversity action plans. Where appropriate, this will include improvements to public access to the former workings to realise their amenity value.

Concurrent mineral working will be encouraged where it will maximise the recovery of the materials worked, including secondary materials.

Waste materials will be used positively wherever appropriate and will not constitute a nuisance before a suitable use can be found.

6.5.1 Government policy specifies the need to identify opportunities for the transportation, processing and distribution of minerals by pipeline, rail or water and existing new wharves and railheads.
Lancashire has port facilities at Heysham, Fleetwood and Glasson. In the past both Heysham and Glasson have been used for landing marine aggregates. Whilst operations to import marine dredged sand and gravel are ongoing at Heysham, this has not happened at Glasson for some time now. Two major canals pass through Lancashire, the Leeds-Liverpool and the Lancaster canal. There is currently no commercial traffic on these waterways. Existing transport infrastructure in the Plan area, including the Regional Highway Network, is shown on the Key Diagram.

6.5.2 At present, the majority of minerals extracted in the Plan Area are used either in the Plan area or within short distances of our borders. As a result, we view the potential for commercial transportation of minerals by rail or canal as limited. However, should this situation change, there is a need to develop sustainable transport alternatives, which may include a railhead, wharfage and other storage and handling facilities for the bulk transport of minerals by rail, sea or inland waterways.
A similar need may arise for safeguarding rail and water served sites for the reprocessing of recycled and secondary material, concrete-batching, coated materials and concrete products issues. Transportation of minerals by means other than road can deliver global and more localised benefits, including improvements to the local environment and to local communities. Alternatives to the bulk transportation of minerals by road will be encouraged. Existing or potential transport, storage, handling or reprocessing facilities will be safeguarded where they offer the potential for the use of rail, water or other means to transport minerals.

This process will be included as part of the site identification process outlined under Section 8.

6.5.3 Some minerals, such as sand and gravel, require the greater flexibility offered by road transport, as markets are more local and scattered. Where road borne transportation of minerals is the most appropriate solution, we will ensure that efficiency improvements are made to reduce the number of vehicle movements required. As far as possible, all traffic will be encouraged to use the primary route network (as defined in the Regional Spatial Strategy), and this applies especially to heavy goods vehicles.

6.5.4 As well as the potential impacts caused by transporting minerals, mineral workings themselves can have a direct impact on local communities and the environment. As part of our site identification process for minerals sites and also when considering other proposals for new minerals working, proposals will ensure that:

- our natural resources including water, air, soil and biodiversity are protected from harm and opportunities are taken to enhance them;
- features and landscapes of historic and cultural importance and their settings are protected from harm and opportunities taken to enhance them;
- workings will not adversely contribute to fluvial flood risks or surface water flooding;
- proposals for mineral workings incorporate measures to conserve, enhance and protect Lancashire's Landscape Character;
- the amenity, health, economic well-being and safety of the population are protected by the introduction of high operating standards, sensitive working practices and environmental management systems that minimise harm and nuisance to the environment and local communities throughout the life of the development;
- essential infrastructure and services to the public will be protected;
- sensitive environmental restoration and aftercare of sites take place, appropriate to the Landscape Character of the locality and the delivery of national and local biodiversity action plans.

6.5.5 Where mineral extraction does take place, it is important that we make the most efficient use of those minerals. We will encourage operators to undertake extraction efficiently, in order to maximise the economic value of the mineral and minimise waste, and to avoid the potential for sterilisation of any further minerals in proximity to current workings. In instances where different minerals are found in the same location, it is beneficial in environmental and economic terms for the minerals to be worked together. Concurrent working will be encouraged where it is demonstrated that this will maximise the recovery of the materials worked, including secondary materials.

6.5.6 The overburden produced during quarrying is often replaced in the resultant quarry void and so, together with the subsoil and topsoil, is essential to restoration and should not be regarded as a waste. In managing mineral waste, wastes will be used positively wherever appropriate and will not constitute a nuisance before a suitable use can be found.

Section 6.6

Promoting Waste Minimisation and Increasing Waste Awareness

The following annualised targets for waste growth will be planned for in the Plan period: zero growth in industrial and commercial waste; 1% growth in municipal waste; and 1% growth in construction and demolition waste.

All major development proposals will be required to include details of measures to minimise the potential amounts of waste generated during construction and to provide for the segregation of any waste arisings to be taken off-site.

On-site waste management solutions will be encouraged during construction, particularly for the creation of green infrastructure, to minimise the amount of waste taken off-site.

Local communities and other stakeholders will be involved through the plan-making process and all available information will be published to ensure that decisions are based on reliable and up-to-date evidence.

Applicants will be encouraged to undertake early consultation with local communities to raise awareness and build consensus on their proposals.

Local liaison groups will be established for those minerals and waste developments which have the potential to impact upon the local environment and nearby communities.

6.6.1 We know that we cannot go on consuming our natural resources at the rates we have in the past. As well as using up valuable finite resources at an unsustainable rate, this brings problems in dealing with the wastes generated, both on a global scale by the emissions of greenhouse gases that our waste generates, and on a local scale by the potential nuisance created by the collection, transport and disposal of our waste.

6.6.2 Waste minimisation sits at the heart of the national waste agenda and at the 'top' of the waste hierarchy. It embraces a wide range of initiatives, most outside the scope of land-use or spatial planning. Many of these initiatives will be very familiar to us. Household waste collection has been transformed over recent years, with the separate collection of paper, glass, metals, plastics and green waste designed in part to raise awareness of waste generation and minimise wastes going to landfill. The provision of composting bins to households and the switch to fortnightly collections using specific bins are designed to reduce the amounts of household waste to be managed. These initiatives support targets proposed for reducing municipal solid waste (or 'MSW') growth from recent rates of around 7 to 8% each year, to 1% annualised growth from 2005.

6.6.3 Across most of our Plan area residents produce an average amount of waste each at or below the national average. This is in stark contrast to the remainder of the North West Region, where residents produce on average nearly 10% more household waste per person than the national average. The reasons for this are unclear, although it does point to (intentionally or otherwise) a more resource efficient population in our Plan area. It also suggests that the opportunity to reduce the growth in household waste production any further may be more limited here than in other areas of the Region.

6.6.4 In addition to these local initiatives, much is already being done at the national level to change the way manufacturers make their products, to reduce waste generated during their manufacturing processes, reduce the amounts of packaging waste, and to make products out of 'eco-friendly' bio-degradable or recyclable materials.

6.6.5 For MSW and industrial and commercial (or 'I&C') waste, these targets reflect local or else regional targets in published waste strategy documents. For construction, demolition and excavation (or 'C&D') waste the targets indicate a small reduction on recent rates of growth (of under 2% each year) to reflect national and local initiatives to achieve more resource efficient approaches to handling construction, demolition and excavation materials, and the opportunity to manage these wastes on-site.

6.6.6 We have noted that municipal waste growth across the North West has been lower than the Region's 2% annual growth target, and appears since 2001 to have essentially stabilised. We will keep this matter under close review, as it may indicate an opportunity to revise our waste growth predictions and may provide spare capacity at existing or planned municipal waste facilities that could potentially be taken up by other waste streams. Lower than predicted amounts of municipal waste in the Plan period would also reduce inputs to and pressure on a diminishing landfill capacity. The same may be true for other waste streams and we will monitor waste growth from all sectors.

6.6.7 The principles of waste minimisation apply in all new developments and further details of the application of this policy are contained in the Supplementary Planning Document 'Minimising and Managing Waste in New Developments' (2007). This demonstrates how the planning process in Lancashire will promote a greater understanding and responsibility to minimise waste, by encouraging developers to minimise the waste they generate during the design and construction of new developments.

Current construction techniques have been shown to be very inefficient with materials wasted through over-ordering, little waste separation on-site, and little thought to managing waste on-site, for example through engineering and landscaping or in the building construction. Completing site waste management plans is one approach by which developers can achieve more sustainable construction and waste management.
All major development proposals will include details of measures to minimise the potential amounts of waste generated during construction and to provide for the segregation of any waste arisings to be taken off-site. On-site waste management practices will be encouraged during construction, to minimise the amount of waste taken off-site, provided that this is not to the detriment of recovering high value construction and demolition waste that could be put to better reuse or as recycled aggregate.

Guidance as to what constitutes major development is set out in the Supplementary Planning Document 'Minimising and Managing Waste in New Developments' (2007)

6.6.8 This may extend to using construction, demolition and excavation materials on-site to create green infrastructure, such as nature and recreational green space or public open space. Such schemes may be especially appropriate where urban brownfield sites are reclaimed and where open space provision may be lacking.

6.6.9 The targets presented above to reduce the growth in waste, and also those in the following sections to do with reusing and recycling our waste, and limiting amounts of waste being sent to landfill, need to be supported by the actions of our communities and businesses. Education, better awareness and communication are fundamental to changing our attitudes to waste.

6.6.10 This Core Strategy and the wider planning process has a significant role to play in educating, raising awareness and encouraging communication amongst the general public, businesses and the waste industry:

- in involving all sections of the community in influencing solutions and delivering changes as part of plan-making;
- in encouraging dialogue between developers and local communities during the formative stages of any proposal; and
- in ensuring ongoing liaison between these groups during construction and use of the development.

6.6.11 To achieve the first of these roles, local communities and other stakeholders will be involved through the plan-making process. All relevant information will be made available to ensure that decisions are based on reliable and up-to-date evidence.

6.612 As to the second of the roles above, applicants will be encouraged to undertake early community consultation with communities to raise awareness and build consensus on their proposals. It is important that this communication continues once developments are in place. Local liaison groups will be established for those minerals and waste developments which have the potential to impact upon the local environment and nearby communities.

Section 6.7

Managing our Waste as a Resource

POLICY CS7

An integrated waste management strategy will be planned for that relies on the 'top end' of the waste hierarchy, to improve waste prevention and maximise re-use, recycling and composting, supported by a network of facilities providing flexibility for different technologies.

Lancashire's Municipal Waste Management Strategy will be delivered through the identification and release of sites for waste management facilities.

Proposals for all new development, including commercial and industrial development, will be required to provide suitable facilities for the handling, storage and collection of segregated wastes arising from the permanent use of the development.

The following recycling, composting and recovery targets will be planned for in the Plan period.

(i) recycle and compost 46% of MSW by 2010, to reach 56% by 2015 and 61% by 2020

(ii) additionally recover value from 18% of MSW by 2015

(iii) recycle 35% of I&C waste by 2010, 40% by 2015 and 45% by 2020

(iv) additionally recover value from 30% of I&C waste by 2010, falling to 25% by 2020

(v) recycle 50% of C&D waste by 2010, 55% by 2015 and 60% by 2020

(vi) additionally recover value from 42 % of C&D waste by 2010, falling to 35% by 2020

Provision will be made for the minimal amount of new landfill capacity for the disposal of residues from the treatment of all wastes where no further value can be recovered.

6.7.1 The way we view our waste must change. For too long, we have regarded waste as an 'end-of-pipe' problem for someone else to manage. Typically, that management has been by disposal to landfill. A combination of factors to do with resource efficiency, climate change and more localised environmental effects has turned attention away from landfilling as an option to other solutions to manage our waste.

6.7.2 Landfilling untreated or unsorted waste is a missed opportunity. In the waste that has been sent for disposal to landfill there can be significant quantities of valuable materials, many of which (particularly metals and oil-based materials like plastics) are diminishing because of society's over-exploitation, and in any case can be difficult or environmentally damaging to extract. We cannot continue to simply waste these resources.

6.7.3 Key to achieving better resource efficiency is how we manage our waste in more resourceful ways. We need to put our waste to good use, which might mean increasing its re-use, recycling, composting, and perhaps energy recovery too.

6.7.4 The responses to our earlier consultation and our sustainability appraisal of the various waste management approaches available to us has not raised one alternative approach above all others. Instead several alternatives have been supported which would complement one another, and combined would achieve national and regional policy through the waste hierarchy. An integrated waste management strategy will be planned for that relies on the 'top end' of the waste hierarchy, to improve waste prevention and maximise re-use, recycling and composting, supported by a network of facilities providing flexibility for different technologies.

6.7.5 The main components of our waste management approach are:

- waste prevention as our first priority, supported by better education awareness and communication and challenging but achievable targets for reducing waste growth, to reduce our capacity requirement for new waste management facilities;
- the provision of new facilities to enable maximum re-use, recycling and composting, to minimise the amounts of waste going to energy recovery or landfill;
- integrated waste management solutions wherever possible for the collection, transfer and treatment of wastes, in which waste is managed according to its potential resource value (as a commodity) rather than who produced it;
- facilities which are conveniently located close to the source of waste and to the (reprocessing) market as far as practicable and include the co-location of complementary activities to support growth in the reprocessing market;
- provision that will allow for a number of different potential waste management processes to retain the flexibility to accommodate new and emerging technologies;
- a continuing but diminishing need for landfill capacity.

Municipal Waste

6.7.6 The Government attaches great importance to target setting for the re-use, recycling and recovery of our waste. It is important that we set ourselves meaningful targets. Our municipal waste already has some very ambitious targets, which go beyond the targets set in the regional waste strategy which forms the basis for the emerging Regional Spatial Strategy. Even these targets, set in our Municipal Waste Management Strategy for 2001-2020, are likely to be exceeded by the waste network of transfer and treatment facilities being delivered to manage municipal waste produced in the Plan area (see box below). Delivery of the Municipal Waste Management Strategy will be supported through the identification and release of sites for waste management facilities that will deliver its objectives.

Municipal waste management across Lancashire and Blackpool will be provided for through the Lancashire Waste Network which will support:

- 1% growth in municipal waste over the Plan period, using waste minimisation initiatives
- some 60% of the waste stream recycled and composted, primarily through 'three-stream' doorstep (or kerbside) collections of dry recyclates (paper and card, glass, metals and plastics), green (garden) and kitchen waste, and residual 'black bag' waste
- around 50% of the residual 'black bag' waste recovered and diverted away from landfill through mechanical biological treatment (MBT)
- overall a diversion of around 80% of municipal waste away from landfill

This will be delivered through a network of:

- household waste recycling centres serving the Plan area;
- six new or existing transfer stations (one initially with a green waste composting facility) at Blackpool, Preston, Skelmersdale, Heysham, Clitheroe and Colne, which will receive District collections, and bulk and transfer waste to market or to;
- initially two waste technology parks near Leyland and Thornton, with a third planned at Huncoat, each with an MBT facility to treat residual waste after recyclables and compostable wastes have been removed, an in-vessel composting facility able to treat green and kitchen waste, and a material recycling facility (MRF) to handle source-separated and co-mingled recyclates.
- The programme for delivery anticipates the network above operating from 2012/13, with possible upgrades to parts of the network to introduce MBT or green waste composting facilities later during the Plan period. As at 2006, all parts of the network not already operating do benefit from planning permission. Municipal waste management for Blackburn with Darwen will consider energy from waste/thermal treatment as possible options for future waste management, but these options will be considered along with other existing, new and emerging technologies. The facility is likely to be within the administrative boundary of Blackburn with Darwen.

Industrial and Commercial Waste

6.7.7 Industrial and commercial (or 'I&C') waste accounts for about two-fifths of the waste we produce as a County. As a region our target is to recycle 35% of all I&C wastes and recover value (including recycling) from at least 70% by 2020. Based on the most recent data for 2003, the region's recycling target has already been met, and recovery stands at just over 50%. Our own contribution to recycling I&C waste stands at 32% with overall recovery at 62%.

6.7.8 Notwithstanding the achievements already, it is understood that there remains great opportunity and potential to increase recycling and reuse of I&C waste still further. The current amounts of mixed waste produced in particular may offer potential for improving on these recycling rates. Representing the largest proportion of commercial and industrial waste (34%) and typically consisting of unsorted paper and packaging, floor sweepings and general rubbish, reuse and recycling of the 600,000 tonnes of mixed waste produced in the Plan area is negligible at the present time, and nearly all is landfilled. This waste stream alone accounts for two thirds of the commercial and industrial waste sent to landfill.

6.7.9 The rising cost of landfill will no doubt turn attention to other waste management solutions, but there are measures that we can encourage to enable the diversion of more waste away from landfill. Similar to our approach to household waste, segregating (separating) as much of this I&C waste at its source would offer better opportunities for recycling, composting and recovery, as well as providing more cost effective waste management and providing an uncontaminated and so potentially a higher value resource.

6.7.10 Suitable facilities will be provided in all new developments, including commercial and industrial development, to allow for the handling, storage and collection of segregated wastes arising from the permanent use of the development.

6.7.11 We propose below to plan for a more ambitious target for recycling and reusing our I&C wastes, beyond the regional target of 35%. Working towards the region's 70% target for recovering value from these wastes by placing the focus firmly on increased recycling and reuse will also support the objectives of the waste hierarchy and may overcome issues surrounding other options for recovering value through thermal treatment and land recovery. This target will be informed by ongoing research into commercial and industrial waste production.

Construction, Demolition and Excavation Waste

6.7.12 As much as 90% of C&D waste is already being put to beneficial uses, with just under one half recycled as aggregate or reused as soil, and a further 25% or so put to similar uses as fill or landscaping material on sites exempt from licensing controls. Of the remainder, equal proportions are used in landfill engineering and restoration and in backfilling quarry voids and 10% is disposed of to landfill, comprising mostly mixed or contaminated waste. To complement initiatives to reduce and separate these wastes during construction, demolition and excavation activities, and to recognise the impact of the increasing cost of landfill, we propose a 3% year on year reduction in C&D waste going to landfill. The implication of this reduction for recycling and recovery of C&D waste are shown in the following table.

Other Wastes

6.7.13 We have not attempted at this time to develop targets for the management of hazardous wastes or low-level or very low-level radioactive waste produced in our Plan area, due to their variable amounts and composition and the often very specialised waste management processes used to treat these wastes. Rather than attempting to quantify the amounts of hazardous and radioactive waste that will be managed by these different means (recycling, composting, recovery, and landfill) our proposals to provide criteria for considering proposals for managing these wastes (including through disposal to landfill) are detailed in the next section.

6.7.14 The following recycling, composting and recovery targets will be planned for in the Plan period.

Proposed Recycling, Composting and Treatment Targets			
	by 2010	by 2015	by 2020
Municipal			
Recycling and composting	46%	56%	61%
Treatment and recovery	0%	18%	18%
Industrial and Commercial			
Recycling and composting	35%	40%	45%
Treatment and recovery	30%	30%	25%
Construction and Demolition			
Recycling	50%	55%	60%
Treatment and recovery	42%	38%	35%

6.7.15 Properly managed landfill will continue to have a role in any future waste management network, although its role (and therefore its capacity and land-take) will be much smaller, and will increasingly be limited to landfilling the residues from other waste treatments. In a more limited number of cases, there is likely to be a continuing need for the disposal of certain hazardous and low-level radioactive wastes that do not have any resource value. Provision will be made for the minimal amount of landfill capacity for the disposal of residues from the treatment of all wastes where no further value can be recovered.

Section 6.8

Identifying Capacity for Managing our Waste

POLICY CS8

Our waste management needs will be met by:

(i) identifying a network of major waste management facilities sited at strategic locations;
(ii) identifying and prioritising other locations, including industrial sites, which may be suitable for facilities and which would allow waste to be managed close to its source;
(iii) developing criteria for considering smaller scale facilities;
(iv) identifying generic locations for local community facilities

Potential sites and areas will be identified with industry and landowners and other stakeholders, and appraised for their suitability for accommodating future waste management capacity.

The Plan area will be net self-sufficient in waste management capacity by 2021.

Criteria will be identified for considering proposals for waste management facilities (including landfill) for hazardous and radioactive waste, to include the proposal's contribution to achieving net-self sufficiency.

Provision will be made for sufficient new waste management facilities to meet predicted waste capacity requirements for the Plan area to 2020.

Provision will be made, as necessary, for the predicted total landfill capacity requirements for non-hazardous waste during the Plan period.

The capacity and distribution of existing and planned provision for the use and disposal of inert waste in landfill and quarry voids will be assessed as part of the site selection process, to ensure an adequate, available and accessible capacity of sites to handle inert waste.

6.8.1 In order to achieve the targets we propose for managing waste as a resource (in the previous section) we must ensure an adequate and timely provision of suitable waste facilities across the Plan area. The locational requirements for these different waste management facilities will vary and may reflect:

- the nature of the waste and treatment process;
- the land-take of the facility;
- the need for close and convenient access to the source of waste;
- access to the primary network and potential for rail movement for larger strategic facilities, to enable the efficient movement of recovered materials or residual waste to its final destination; and
- the potential for environmental nuisance, such as noise, dust and vibration.

6.8.2 These and other detailed locational considerations will inform the preparation of site specific allocations and development control policies that will together provide for future waste management capacity. The broad areas of search for this capacity are shown on the Key Diagram, according to the main waste producing areas (also see section 6.9).

6.8.3 The waste management needs of the Plan area will be met by:

- identifying a network of major waste management facilities sited in strategic locations;
- identifying and prioritising other locations, including industrial sites, which may be suitable for facilities and which would allow waste to be managed close to its source;
- developing criteria for considering smaller scale facilities;
- identifying generic locations for local community facilities.

6.8.4 A key driver for considering new proposals through this plan-making process (and thereafter on unallocated sites) will be the need for the facility. This will necessitate thorough and ongoing monitoring of existing and planned waste management capacity to establish the need for new facilities. In certain instances, a need for additional waste management capacity may outweigh other material considerations. This emphasises the importance of providing an adequate and flexible range of sites and areas, through site specific and criteria-based planning policies, to accommodate the Plan area's capacity requirements.

6.8.5 We do not propose to pursue a sieving exercise that uses 'no go' or constrained areas to exclude areas from our search, and identify 'unconstrained' areas for potential future waste facilities, because in our view the value of such an exercise would be limited. On the one hand, other than limiting the exercise to higher tier planning constraints, such an exercise may exclude locations where mitigation measures could potentially overcome any potential impacts. On the other hand, the scale of geographical area remaining after such an exercise in a Plan area the size of ours would be considerable and would not assist in focussing in on any particular locations. Instead, potential sites and areas will be identified and appraised for their suitability for future waste management capacity. The method we propose to follow is described in Section 8.

Estimating the Capacity to Plan for

6.8.6 We estimate that the Plan area produced around 4.7 million tonnes of waste in 2003/04. Similar to other areas, our data on industrial and commercial waste and on construction and demolition waste in particular may not reflect the up-to-date situation, and research currently underway will improve this information. Our waste is composed of:

Waste Arisings in the Plan Area, 2003/04 (000 tonnes)

	Total Arisings	Recycled / Com-posted	Other Treat-ment/ Recovery	Land-filled
Municipal	798	237	0	561
I&C	1,782	566	531	685
C&D (estimated)	2,200	1,034	950	216
Hazardous	165	26	122	17
Total	4,945	1,863	1,603	1,479

6.8.7 Based on the assumptions or targets we propose for waste growth, we predict the following annualised amounts of waste production over the Plan period for the major waste streams. These amounts broadly match those set out in emerging Regional Spatial Strategy for the North West. In addition to these amounts, there will continue to be relatively small amounts of hazardous and radioactive waste produced in the Plan area.

Predicted Waste Arisings, (average 000's tonnes per year)			
	2006-2010	2011-2015	2016-2020
Municipal	843	886	931
I&C	1,782	1,782	1,782
C&D (estimated)	2,358	2,479	2,605
Hazardous	165	165	165
Total	5,148	5,173	5,440

6.8.8 The Plan Area has numerous facilities currently providing for the collection, treatment, transfer and disposal of our waste management needs. Waste facilities currently available to accept waste (at 2005) are:

- 26 household waste recycling centres
- 73 other transfer stations (taking hazardous wastes, clinical waste and other non-biodegradable waste)
- 69 metal recycling facilities (including vehicle dismantlers and end of life vehicle facilities)
- 6 materials recycling facilities (MRFs)
- 3 composting facilities
- 11 other treatment facilities
- 3 incinerators
- 7 inhouse storage facilities and landfills
- 26 other licensed landfill sites

6.8.9 Currently these facilities deal with most of the waste generated in the Plan Area at some stage in the waste management process. In 2003/04 4.1 million tonnes of waste was put through waste facilities in the Plan area, including around 1 million tonnes through transfer stations and our household waste recycling centres, and 2.7 million tonnes disposed of to landfill.

Inputs to Waste Facilities in the Plan area (000s tonnes in 2003/04)	
Transfer and civic amenity sites (household waste recycling centres)	1,067
Metal recycling facilities	126
Material recycling facilities (MRFs)	65
Composting facilities	32
Physical and biological treatment facilities	28
Incineration	42
Landfill	2,742
Total	4,102

6.8.10 We know that we do not manage all of our own waste, with some travelling out of the Plan area, but also other waste coming into the Plan area from neighbouring areas and from further afield. A comparison of the tables above suggests that the Plan area is a significant net importer of waste going to landfill, and conversely a net exporter of waste being put through other treatment processes. In some cases, it might be reasonable to expect these cross-boundary movements to continue, for example where:

- facilities are conveniently located close to the source of waste production but fall on the other side of the administrative boundary;
- because of the local transport network, waste can more conveniently be moved to a facility outside the Plan area;
- certain wastes require specialised treatment or disposal (particularly hazardous wastes); and where
- economies of scale point to larger sub-regional or nationally important facilities;
- locational constraints or opportunities favour certain locations for particular types of waste facilities.

6.8.11 Self-sufficiency, where communities take more responsibility for their own waste, is a key message in national and regional policy, and is supported by our sustainability appraisal and early consultation. Its benefits are closely tied to those of the principles of proximity, where waste should be managed at one of the nearest appropriate facilities and disposed of as near as possible to its place of production, in that it reduces the distances travelled and the associated economic, environmental and social costs of transport. This needs to recognise the commercial and geographical realities of some cross-boundary movements of waste. The detailed expectations of the emerging Regional Spatial Strategy, in the indicative capacities it suggests for managing municipal and industrial and commercial waste arisings in our Plan area, would appear to support sub-regional self-sufficiency. The Plan area should seek to be net self-sufficient in waste management capacity by 2021.

6.8.12 As an exception to this, we recognise the particular issues in treating and disposing of hazardous and low-level/very low-level radioactive wastes, and also the uncertain amounts that may arise during the Plan period. Criteria will be identified for considering proposals for waste management facilities (including landfill) for hazardous and low-level radioactive wastes, which should include consideration of the proposal's contribution to achieving net-self sufficiency. Currently, we are a net importer of hazardous waste, although most of the hazardous waste we produce in our Plan area is managed in waste facilities outside Lancashire. Of the hazardous waste brought into Lancashire, nearly all of it comes from elsewhere in the North West region and the largest proportion comes to be landfilled at one licensed site in West Lancashire. These movements are likely to reflect the differing potential waste management methods for different types of hazardous waste and the significant investment and waste inputs required for certain treatment methods such as incineration.

6.8.13 In relation to radioactive waste, some of this will require very specialised treatment and storage and is managed at national facilities outside Lancashire. Other types of low-level/very low-level radioactive waste are produced on-site at nuclear facilities in our Plan area, from operational and decommissioning work. It may be necessary to provide additional landfill capacity to provide for an accelerated programme of decommissioning nuclear sites. Some of these wastes are already deposited in small amounts at one of Lancashire's licensed landfills, close to the nuclear facility. Further information on the likely amounts of this waste, and the potential method and location for treatment and disposal, will be taken into account in our future proposals.

6.8.14 Following the approach of net self-sufficiency will allow us to plan the capacity needed for our future facilities with more certainty. Applying the recycling and recovery targets we propose (in Section 6.7) to our predicted waste arisings suggests the following waste management capacities will be required. Although our targets relate to the end date in each period, because of the lead in times for bringing proposals forward it is prudent to plan for these capacities across each time period. Provision will be made for sufficient new waste management facilities to meet the following waste capacity requirements for MSW, I&C and C&D wastes.

Waste Management Capacity Requirements (average annual 000s tonnes per year)			
	2006-2010	2011-2015	2016-2020
Municipal	843	886	931
Composting	142	184	220
Recycling	213	276	330
Treatment[1] and Recovery	0	156	175
Landfill[2]	488	268	206
I&C	1,782	1,782	1,782
Composting	90	102	115
Recycling	512	576	651
Treatment[1] and Recovery	535	535	481
Landfill[2]	645	570	535
C&D	2,358	2,479	2,605
Recycling	1,151	1,314	1,512
Treatment[1] and Recovery	1,002	989	943
Landfill[2]	205	176	151

Figures may not add due to rounding

[1] The figures for treatment are for the amount of waste recovered through the treatment process and not the actual capacity or throughput of any treatment facility. The exact proportion of waste recovered through treatment processes will vary according to the waste composition and the technology process. The amounts expressed above for municipal waste represent a figure of around 50% recovery through treatment of residual waste.

[2] Figures for landfill exclude daily cover and engineering and final restoration

6.8.15 These capacity requirements will be met through a variety of new and existing technologies and facilities in a variety of locations. For the four waste management methods above these might comprise:

- composting: either 'open windrow', or 'in-vessel'. Open windrow composting typically takes place on farms with capacities ranging from a few thousand tonnes to as much as 15,000 tonnes. Facilities are also located at landfill sites which tend to be able to handle larger capacities, closer to around 20,000 tonnes per year. The in-vessel composting facilities included in the Lancashire Waste Network have much greater capacities of some 80,000 tonnes per year, and will provide for our composting needs for managing municipal waste;
- recycling: there are a wide range of technologies and facilities dealing with pre-sorted (separated) waste or mixed wastes. These can include more basic transfer stations or bulking facilities, to more significant 'MRFs' (material recovery facilities) handling recyclates, and with the capacity to handle as much as 50,000 tonnes of waste every year. Also included under this heading are metal recycling facilities (typically vehicle dismantlers) and aggregate recycling facilities, with examples in the Plan area handling as much as 125,000 tonnes of recycled brick and concrete construction materials and soils waste each year. Recycling is often supported by local bring facilities and civic amenity sites;
- treatment and recovery: sometimes used to also cover the sorts of recycling facilities mentioned above, but here we use it to cover primarily mechanical biological treatment (or 'MBT'), which is the chosen technology for the Lancashire Waste Network covering Lancashire and Blackpool, and thermal treatments, such as incineration, pyrolysis and gasification. These sorts of facilities are typically significant in size and because of the large capital investment will handle very significant amounts of waste of around 200,000 tonnes per year. The MBT process produces a waste fraction (approximately 50% of the original amount of waste put into the process), either as a compost, a refuse derived fuel (or 'RDF') which can be used to replace the burning of fossil fuels in cement kilns and power stations, or a waste to be landfilled. Incinerator bottom ash can be processed into secondary aggregate for use by the construction industry;
- other beneficial forms of treatment can include 'land recovery' options, which for I&C waste can mean land spreading and for C&D waste includes its use in backfilling quarry voids or for landfill engineering and restoration.
- landfill: since 2005, landfills have been categorised as able to accept either hazardous wastes, non-hazardous wastes or inert wastes. Across the Plan area, we have waste used to backfill quarry voids as well as landfilling or landraising operations. There are 'open gate' landfills and also those handling the waste of private users (covering certain industrial landfills and inert waste disposal).

Identifying a Need for Future Built Waste Facilities

6.8.16 Estimating the numbers, types, size and distribution of future waste facilities that will provide for these amounts of waste is difficult. Uncertainties over the actual capacity of existing facilities in the Plan area, how those facilities might change or be replaced, the future amounts of specific types of waste within the broader waste streams, the effect of fiscal and supply constraints on the market and on competitive technologies, and ultimately the investment choices of the industry, make any prediction difficult.

6.8.17 To illustrate what might be regarded as an optimum pattern of waste facilities to manage our waste, we can apply the typical capacities of waste facilities described above to these amounts, distributed evenly across the Plan area. In reality, we are likely to see a mix of smaller and larger facilities across our sub-regions, with the possibility of larger concentrations at strategically-placed locations, and composed of existing or expanded, and new purpose-built facilities. This illustration excludes built facilities for the management of municipal waste, which are described under Section 6.7

Indicative Number and Distribution of Built Waste Facilities				
Waste manage - ment types	Annual Capacity required at 2020 (tonnes)	Typical size of Facility (tonnes)	Equiva- lent number of facili- ties	Broad distribu tion of facili- ties
I&C				
Compos- ting	120,00	20,000	at least 6	1 serving every 2 Districts /2 serving each sub- region
Recycling	680,000	50,000	at least 14	1 serving each District
Treatment & Recovery	450,000	200,000	at least 2-3	1 serving each sub- region
C&D				
Recycling	1,600,000	125,000	at least 12-13	1 serving each District

6.8.18 The broad distribution of facilities illustrated here follows the same broad sub-regions applied under the Lancashire Waste Network for managing municipal waste arisings, with the figure above based on the 14 constituent Districts, grouped across three sub-regions of North Lancashire (Blackpool, Fylde, Wyre and including Lancaster), Central Lancashire (Preston, South Ribble, Chorley and West Lancashire), and East Lancashire (Blackburn with Darwen, Hyndburn, Burnley, Pendle, Ribble Valley and Rossendale).

6.8.19 The implications of these waste management capacity requirements for the number and distribution of built waste management facilities will be planned for in the Site Specific Policies and Allocations DPD under this Core Strategy.

Considering Future Landfill Requirements

6.8.20 The capacity requirements above confirm that there will remain a significant demand for landfill capacity over the Plan period and beyond. This demand will fall during the Plan period but despite greater diversion of other wastes away from landfill as other alternatives are provided and become more competitive with the tax on landfill, a demand on landfill will continue.

6.8.21 Our assumptions for waste growth and recycling and other targets will mean that:

- for municipal waste, landfill requirements will fall to under 300,000 tonnes each year after 2010, and to around 200,000 tonnes each year in the last five years of the Plan period. This compares to more than 500,000 tonnes of municipal waste currently landfilled each year;
- for I&C waste, we are already close to achieving the 70% target for recovering value from this waste stream, such that the demand for landfill is predicted to fall only slightly each year (around 15,000 tonnes) from current rates by 2015 and thereafter to remain constant for the remainder of the Plan period;
- our assumption that the amount of C&D waste being disposed of at landfill sites will decrease over the Plan period by 3% each year brings about a gradual reduction of around 5,000 tonnes each year to 2020. By 2020 we will be landfilling 75,000 tonnes (or one third) less than we do presently.

6.8.22 Provision will be made in the period 2006-2020 for the disposal by landfilling of 14 million tonnes of non-hazardous waste (residues from the treatment of municipal, industrial and commercial waste) produced in the Plan area. According to all available information, and including significant increases to our landfill capacity at three sites since the Local Plan was adopted, we estimate existing capacity in the Plan area for landfilling non-hazardous waste of around 17 million tonnes at 2006. This landfill provision is shown on the Key Diagram, in the form of 7 landfill sites with capacity remaining beyond 2006, distributed across the three sub-regions in the Plan area. These are:

Whinney Hill, in Hyndburn District*
Deerplay, Burnley*
Clayton Hall, Chorley*
Rigby, Chorley
Jameson Road, Wyre*
Westby, Fylde
Clifton Marsh, Fylde

The existing and long-term strategic provision for non-hazardous landfill is illustrated on the Key Diagram.

6.8.23 Considering each site's remaining capacity and waste inputs over the Plan period, it is likely that three of these sites will have reached capacity and closed by 2016. For the remaining 5 years of the Plan period, we may be reliant on four landfill sites covering each of the sub-regions (asterisked above), but principally one longer-term strategic provision at Whinney Hill, Accrington. This latter part of the Plan period will see these remaining landfills accepting 40% less (overall) of our municipal and C&I waste than at present.

A capacity of this scale would satisfy the requirements below for disposing of our residual municipal and industrial and commercial waste over the Plan period. This situation will need to be closely monitored, both the requirement for landfill capacity and the availability of sufficient landfill. In particular, the longer-term strategic provision at Whinney Hill may become constrained towards the end of the Plan period as its provision comes to rely upon the extraction of minerals from the associated quarry. Should regular monitoring indicate that the landfill capacity at Whinney Hill is likely to become unavailable or significantly restricted, in relation to the required landfill capacity, this will be addressed by an early review of the Core Strategy for the next Plan period.

Predicted Landfill Requirements (000s tonnes)	
	non-hazardous landfill
2006-2010	5,667
2011-2015	4,193
2016-2020	3,703
2006-2020	13,563

This excludes any allowance for daily cover and engineering space requirements.

6.8.24 These predicted landfill requirements represent the outcome based on our targets for waste minimisation and for recycling, composting and recovery. It is recognised that these underlying assumptions, and the waste amounts these are applied to, will need to be closely monitored and reviewed as necessary. The evidence base to the Core Strategy considers the sensitivity of these predictions on the forecasts of future capacity requirements.

6.8.25 Beyond the Plan period, there will remain a need for landfill for the disposal of residues after treatment of non-hazardous wastes. The Core Strategy does not attempt to predict those requirements, which will be a matter for ongoing monitoring and future review. The need for and appropriateness of identifying and safeguarding areas, which could potentially provide longer-term landfill capacity for the Plan area beyond the Plan period, will be considered as part of the Site Specific Polices and Allocations DPD. Any such safeguarding would not carry any presumption that areas would be landfilled in the future.

6.8.26 As for disposal of C&D (or 'inert') waste, our remaining capacity for inert waste landfill has been greatly diminished by the amounts of waste brought into Lancashire to be disposed of. This would suggest Lancashire's inert landfills have been taking more than half a million tonnes of waste each year, of which Lancashire's own arisings form a small proportion. This has led to a limited capacity in many parts of the Plan area and rising costs of disposal, and may also be responsible in part for Lancashire having the highest reported number of incidents of fly-tipped construction waste in the region.

6.8.27 The requirement for inert landfill capacity must also consider its use in landfill engineering or restoration or for backfilling quarry voids (which in our earlier tables count towards treatment and recovery targets). These uses account for as much as 20% of C&D waste management at the present time. With the overall treatment capacity for C&D waste predicted to remain fairly constant over the Plan period, there is an inbuilt assumption that these particular methods of use will continue to take around 200,000 tonnes each year. However, as the number of operating landfills reduces, and so too the number of former quarry voids to be backfilled, we may need to find alternative treatment and disposal methods for some of this waste. The capacity and distribution of existing and planned provision for the use and disposal of inert waste in landfill and quarry voids will be assessed through our site selection process. Provision will be made for an adequate, available and accessible capacity of sites to handle inert waste.

Section 6.9

Achieving Sustainable Waste Management

POLICY CS9

Priority will be given to the location of local waste facilities such as bulking facilities, household waste recycling centres and bring banks close to residential or community areas.

Priority will be given to the location of larger waste facilities within existing or planned industrial or commercial areas.

Provision will be made for a limited number of resource recovery/integrated waste reprocessing parks (or 'waste parks') where this would maximise recycling and recovery, support growth in the reprocessing market and provide integrated waste management solutions.

The site identification process for waste parks will consider their potential to be accessed by the rail network.

Criteria will be developed for the site identification process, and also for considering other proposals brought forward outside the plan-making process, to ensure that:

(i) Natural resources including water, air, soil and biodiversity are protected from contamination in the vicinity of waste facilities and opportunities are taken to enhance them.

(ii) Development will not adversely contribute to fluvial flood risks or surface water flooding.

(iii) The character and quality of Lancashire's landscapes and natural environment is protected from harm and enhanced.

(iv) Local distinctiveness and character is retained.

(v) Features and landscapes of historic and cultural importance are protected from harm and opportunities taken to enhance them.

(vi) Amenity, health, economic well-being and safety of population is protected.

(vii) Essential infrastructure and services to the public will be protected.

6.9.1 The majority of waste within the Plan Area is currently transported by road. Government policy encourages that where possible, waste and products arising from resource recovery should use modes other than road transport, and that transportation of waste by road should be minimised as far as possible.

Priority will be given to the location of local waste facilities such as bulking facilities, household waste recycling centres and bring banks close to residential or community areas. This will have the most direct benefit to the local population and will avoid the unnecessary transportation of waste over long distances.

6.9.2 Similarly, and because they are essentially industrial in character, priority will be given to the location of larger waste facilities within existing or planned industrial or commercial areas. These locations will offer the potential to minimise the environmental impacts of these facilities as well as the potential to minimise the movements of waste by locating facilities close to the largest potential producers of waste. The Key Diagram identifies the broad areas of search for strategic waste facilities (excluding landfill) according to the Plan area's main waste producing areas. Although the number of sites required to provide more facilities will result in significant uptake of land, mitigation measures will be made to ensure that these sites make a positive contribution to landscape and environmental quality, and this will deliver benefits to local communities wherever possible.

6.9.3 Similarly, the co-location of complementary activities for waste reprocessing and remanufacturing and waste management facilities can reduce potential waste miles travelled, and provide the necessary waste capacities to provide the necessary economies of scale to encourage investment in businesses associated with both waste recovery and reprocessing. Provision will be made for a limited number of resource recovery/integrated waste reprocessing parks where this would maximise recycling and recovery, support reprocessing market growth and provide integrated waste management solutions. When locating these sites we will ensure that other impacts can be adequately mitigated. To further minimise the need for road transportation, the site identification process for these waste parks should consider their potential to being accessed by the rail network, and being served by an existing or potential rail siding.

6.9.9 As part of our site identification process, and also when considering other proposals brought forward for new waste management facilities, developments will be appraised to ensure that:

- Natural resources including water, air, soil and biodiversity are protected from contamination in the vicinity of waste facilities and opportunities are taken to enhance them.
- Development will not adversely contribute to fluvial flood risks or surface water flooding.
- The character and quality of Lancashire's landscapes and natural environment is protected from harm and enhanced.
- Local distinctiveness and character is retained.
- Features and landscapes of historic and cultural importance are protected from harm and opportunities taken to enhance them.
- Amenity, health, economic well-being and safety of population is protected.
- Essential infrastructure and services to the public will be protected.

Section 7

Implementation and Monitoring

The Core Strategy of the Minerals and Waste Development Framework is intended to provide an ambitious, long-term approach to sustainable minerals and waste management. To ensure that this progress is met in a clear and effective way we have produced an Implementation Plan (shown at Appendix 1) outlining:

- A delivery mechanism designed to aid delivery of our spatial vision and strategic objectives
- A monitoring framework to assess the Core Strategy's effectiveness in delivering the spatial vision and strategic objectives

This is to complement the Sustainability Appraisal report's monitoring requirements, which will consider the social, environmental and economic effects of the proposals, particularly in terms of measuring the contribution towards achieving sustainable development.

Inevitably we will not be able to deliver our vision for sustainable minerals and waste development alone. Working in partnership with the new Local Development Frameworks, with regional and national strategies and with local communities, businesses and authorities will be crucial to our success. We will work with other Local Authorities, with the Regional Assembly and with other regulatory bodies to ensure that our monitoring is as effective and efficient as possible.

As part of this Implementation Plan each year we will publish an Annual Monitoring Report, outlining the extent to which our plan objectives are being met, and whether any part of the Development Framework is in need of review. Our Annual Monitoring Report will also identify any further actions we may need to take in order to deliver the vision set out in the Core Strategy.

We will also include measures to review and update our Sustainability Appraisal report, helping to ensure that the Development Framework, its policies and our actions continue to contribute to the sustainable development of Lancashire.

Section 8

Approach to Site Identification and Assessment

To Generate Options for Potential Sites and Areas

1. The Minerals and Waste industries and landowners will be invited to submit proposals which will identify sites or areas of interest, or to submit any other information on Lancashire's mineral resources and/ or waste management capacity. This site specific process should not reopen consideration of our need for specific minerals or our waste capacity requirements, although examination of certain sites or areas may provide important evidence to establish the need for certain minerals or to refine the capacity of particular facilities not quantified in the Core Strategy.
2. Proposals submitted by the minerals and waste industries or landowners (or other stakeholders) will be supplemented, as necessary, by areas identified and safeguarded in the Local Plan, by locations identified through other research, and by the inclusion of existing mineral workings and waste management and reprocessing facilities where the possibility for extension or satellite operations, or for co-location and waste parks can be considered.

To Assess these Options

3. Any primary planning constraints (such as green belt or areas of national importance for nature conservation or landscape or heritage value) affecting sites or areas identified will be highlighted.
4. Potential sites and areas will be put out to early stakeholder consultation to consider issues and the options for site selection.
5. Informed by the responses to consultation, sites will be appraised for their potential, for example in terms of their accessibility and proximity to road networks and to ready alternatives to road transportation.
6. These same sites will also be assessed against secondary constraints (such as proximity to other development and to local communities) and the potential to mitigate for these constraints, including any cumulative impact, will be assessed, also informed by consultation findings
7. Sustainability appraisal and strategic environmental assessment will be integral to the process of choosing preferred options (sites or areas), as will the strategic assessment of flood risk and Appropriate Assessment under the requirements of the Conservation (Natural Habitats) Regulations.

Glossary

Adopted Proposals Map	This map illustrates all the policies contained in Development Plan Documents, together with any saved policies. It is revised as each new Development Plan Document is adopted, and will always reflect the up-to-date minerals and waste planning strategy for the area.
Aggregates	Sand, gravel, crushed rock and other bulk materials used by the construction industry.
British Standard	In 2002 new European standards were published for aggregates and came into force as new British Standards in 2004, abbreviated to BS EN
Commercial Waste	Controlled waste arising from premises used wholly or mainly for trade, sport, recreation or entertainment.
Construction & Demolition Waste	Controlled waste arising from the construction, repair, maintenance and demolition of buildings and structures.
Core Strategy	Sets out the long-term spatial vision for the local planning authority area, the spatial objectives, and outlines the strategic policies required to deliver that vision in respect of minerals and waste..
Core Strategy Forum	Group set up to create interaction and generate ideas for the Joint Lancashire Minerals and Waste Core Strategy, consisting of representatives from industry, community and other local groups.
Crushed Rock	Hard types of rock, which have been quarried, fragmented and graded for use as aggregate.
Dormant Site	A site with planning permission on which mineral operations has now ceased.
End markets	The user of diverted material that has been returned to the marketplace as a feedstock (raw materials used in the manufacturing process).
Energy from Waste	The conversion of waste into a usable form of energy, often heat or electricity.
Gasification & Pyrolysis (Advanced Thermal Treatment)	A means of recovering energy from waste, known as advanced thermal treatment. Waste is heated at high temperatures and a usable gas is produced.
Generic Development Control Policies	These are a series of criteria-based policies which ensure that all development within the area will meet the spatial vision and spatial objectives set out in the Core Strategy.
Gritstone	The use of the term gritstone in the Development Framework includes sandstones
Hard Rock	Consolidated rock such as limestone and granite.
Hazardous Waste	Wastes that have the potential to cause harm to human health or the environment, for example contaminated soil.

Household Waste	Refuse from household collection rounds, waste from street sweepings, public litter bins, bulky items collected from households and wastes which householders themselves take to household waste recovery centres and "bring sites".
Household Waste Recycling Centres (HWRC)	A facility provided by the Waste Disposal Authority that is available to the public to deposit waste which cannot be collected by the normal household waste collection round.
Incineration	The controlled burning of waste. Energy may also be recovered in the form of heat (see Energy from Waste).
Independent Examination	The process by which an Independent Planning Inspector may publicly examine a 'Development Plan Document' or a 'Statement of Community Involvement', and any representations, before issuing a binding report.
Industrial & Commercial Waste	Controlled waste arising from the business sector. Industrial waste is waste generated by factories and industrial plants. Commercial waste is waste arising from the activities of wholesalers, catering establishments, shops and offices.
Industrial Waste	Waste from a factory or industrial process.
Inert waste	Waste which does not contain any components which exhibit chemical or biological activity (i.e. wastes that do not contain any organic matter or "chemicals"). Examples of inert wastes include sand, clay, crushed rock, demolition rubble and hardcore.
Infrastructure	The physical features (for example roads, rails, and stations) that make up the transport network.
Issues, Options and Preferred Options	The "pre-submission" consultation stages on DPDs with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.
Joint Authorities	Refers to the Joint Working of Lancashire County Council, Blackburn with Darwen Borough Council and Blackpool Borough Council.
Kerbside Collection	The collection by local authorities of recyclable goods directly from households, or occasionally industrial and commercial premises.
Lancashire Minerals and Waste Local Plan	Existing old style, lower tier development plan conforming to the strategic policies of the Joint Structure Plan.
Landbank	A stock of planning permissions sufficient to provide for continued mineral extraction over a given period.
Landfill (including land raising)	The permanent disposal of waste into the ground, by the filling of man-made voids or similar features, or the construction of land forms above ground level (landraising).
Local Development Document (LDD)	Documents which are included in the MWDF.

Marine Dredged Aggregate	Sand and gravel dredged from deposits on the seabed and landed at shipping wharves for use as aggregate.
Mechanical Biological Treatment (MBT)	The treatment of residual waste using a combination of mechanical separation and biological treatment.
Mineral	Rock or other material that has a commercial value when extracted.
Mineral Development	Any activity related to the exploration for or winning and working of minerals, including tipping of spoil and ancillary operations such as the use of processing plant.
Mineral Resource	A potential mineral deposit where the quality and quantity of material present has not been tested.
Minerals and Waste Development Framework (MWDF)	The suite of Development Plan Documents and Supplementary Planning Documents produced by Joint Authorities for the Plan area.
Minerals and Waste Development Plan Documents (DPDs)	Documents within the MWDF which form the statutory plan.
Minerals and Waste Development Scheme	Document setting out documents the Joint Authorities intend to include within its MWDF, and the programme for production.
Minerals apportionment	The splitting of regional supply guidelines for minerals demand between planning authorities or sub regions.
Minerals Consultation Area	An area identified in order to ensure consultation between the relevant Minerals Planning Authority, the minerals industry and others before certain non-mineral planning applications made within the area are determined.
Minerals Reserves	Mineral deposits which have been tested to establish the quality and quantity of material present and which could be economically and technically exploited.
Municipal Solid Waste (or MSW); Also referred to as Municipal Waste	Household waste and any other waste collected by a Waste Collection Authority such as municipal parks and gardens waste, beach cleansing waste and waste resulting from the clearance of fly-tipped materials.
Permitted Reserves	Mineral deposits with the benefit of planning permission for extraction.
Planning & Compulsory Purchase Act 2004	The Act updates elements of the 1990 Town & Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces:a statutory system for regional planning;a new system for local planning; reforms to the development control and compulsory purchase and compensation systems; andremoves crown immunity from planning controls.

Preferred areas of search	An area within a Mineral Consultation Area containing mineral resources which can be identified with a high degree of provision and where there is a strong presumption in favour of extraction.
Primary aggregates	Naturally occurring sand, gravel and crushed rock used for construction purposes.
Proximity Principle	Waste should be managed as near as possible to its place of production, reducing travel impacts.
Recovery	Value can be recovered from waste by recovering materials through recycling, composting or recovery of energy.
Recycled Aggregates	Aggregates produced from recycled construction waste such as crushed concrete and planings from tarmac roads.
Recycling	The reprocessing of waste either into the same product or a different one.
Refuse Derived Fuel (RDF)	A fuel product produced from the combustible fraction of waste.
Regional Self sufficiency	Requires that most waste should be managed within the region in which it is produced.
Regional Technical Advisory Body on Waste (RTAB)	Provides specialist advice on waste to the Regional Planning Body on options and strategies for dealing with the waste that needs to be managed within the Region.
Secondary Aggregates	Aggregates other than crushed rock and sand and gravel (primary aggregates) produced as by-products of other processes and used instead of primary aggregates.
Site Specific Policies and Allocations	This refers to allocation of sites for specific minerals and waste developments. Policies will identify any specific requirements for individual proposals.
Spatial Planning	Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use, for example by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
Spatial Vision	A brief description of how the area will be changed at the end of the plan period (often 10–15 years).
Sterilisation	When development or land use changes prevent possible mineral exploitation in the foreseeable future.

Sustainable Development	Sustainable development is focussed on providing a better quality of life for everyone now and for generations to come. This is achieved through considering the long-term effects of social, economic and environmental impacts in an integrated and balanced manner.
The Act	Refers to the Planning and Compulsory Purchase Act (2004).
Waste	Waste is any material or object that is no longer wanted and which requires disposal. If a material or object is reusable, it is still classed as waste if it has first been discarded.
Waste Hierarchy	A framework for securing a sustainable approach to waste management. Wherever possible, waste should be minimised. If waste cannot be avoided, then it should be reused; after this value recovered by recycling or composting; or waste to energy; and finally landfill disposal.
Waste Minimisation/reduction	The most desirable way of managing waste, by avoiding the production of waste in the first place.
Waste Stream	Waste stream is the flow or movement of wastes from the point of generation (i.e. household or commercial premises) to final disposal. A waste stream may reduce significantly over time as valuable items are separated for recycling and are recovered through resource recovery.

Appendix 1

SAFEGUARDING LANCASHIRE'S MINERAL RESOURCES						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Protect mineral resources from permanent sterilisation by other development.	1 (also linked to 2, 3 & 4)	Identify Mineral Safeguarding Areas on MWDF/LDF Proposals Maps. Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA District LPAs Minerals Industry BGS	Number of safeguarded sites developed.	0%	MPAs may lack detailed geotechnical information and financial resources to investigate mineral resources in the Plan area. Reliant on third part data.
		Identify Mineral Consultation Areas on MWDF/LDF Proposals Maps. Existing sites to be appraised through the Site Specific Allocations and Policies DPD.	MPA District LPAs.	Consultations between District LPAs and MPA on development proposals in proximity to existing or planned mineral workings.	100%	Reliant on District LPAs being made aware of MCAs, and ensuring an up-to-date Proposals Map.
		Consult on new development likely to sterilise mineral resources.	District LPA MPA Applicant Construction Industry.	Number of mineral consultations subsequently developed without prior extraction of mineral resources.	0% where potential resources are notified.	Reliant on District LPAs liasing with developer and MPA early in the design stage. Reliant on developer's awareness of the policy.

SAFEGUARDING LANCASHIRE'S MINERAL RESOURCES (Continued/...)						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Conserve former workings for environmental or heritage value	1	Identify suitable former workings	English Heritage MPA LPA Minerals Industry Landowners	Number of former workings identified for environmental or heritage value	Increasing	Ensure consistency in approach and outcomes with objectives and targets in AONB Plans, Lancashire BAP, Remade Projects, etc.

MINIMISING THE NEED FOR MINERAL EXTRACTION						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Maximise the use of recycled and secondary materials in all new developments.	2	Raise awareness of sustainable design and construction techniques. Prepare SPD on Managing and Minimising Waste in New Developments.	District LPA MPA/WPA Construction Industry	Number of new developments including appropriate measures. Amount of secondary and recycled aggregate used, as a proportion of total aggregate usage.	100% 25%	Districts will handle the majority of relevant applications, and may lack policy awareness or technical expertise without appropriate action. Core output indicator. Reliant on National Survey 'Arisings and Use of Alternatives to Primary Aggregates' (two-yearly) and ad hoc local surveys for information.

MINIMISING THE NEED FOR MINERAL EXTRACTION (Continued/...)						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
						Should the target be exceeded, the release of any additional minerals sites would be reviewed and updated as a matter of urgency.
		Identify network of potential sites through Site Specific Allocation and Policies DPD.	MPA/WPA Minerals/Waste Industry.	Capacity of fixed recycling facilities in the Plan area.	1 fixed facility (125,000t annual capacity) serving each District.	
		Provision of temporary recycling facilities on-site.	MPA/WPA District LPA/ Environmental Health Environment Agency Construction Industry	Recycling carried out at larger sites of construction, demolition and highway projects.	100%	This will be regulated by agencies outside the land use planning system.

MEETING THE DEMAND FOR NEW MINERALS/IDENTIFYING SITES AND AREAS FOR MINERAL EXTRACTION						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Extract sufficient minerals to meet our contribution to local, regional and national needs.	3 and 4	Combination of rolling forward and identifying potential sites through Site Specific Allocation and Policies DPD.	MPA Minerals Industry DCLG NWRAWP	Amount of permitted reserves and production/sales of aggregate minerals in the Plan area between 2001-2021.	10.8mt of sand and gravel 57.8mt of limestone 38.1mt of gritstone	Core output indicator. Some permitted reserves may not be extracted during the Plan period, due to economic or practical constraints on the resource, such as the location of processing plant or excessive overburden.
				Amount of additional land released for aggregate minerals between 2006-2021.	Land for 4.1mt of high quality sand and gravel. No additional land for limestone or gritstone.	Identification of site specific allocations relies on the minerals industry and landowners bringing forward sites for appraisal
				Amount of additional land released for the extraction of minerals for cement or brick manufacturing.	Maintenance of a 25 year landbank at each manufacturing plant.	
				Amount of additional land released for locally sourced building stone for use in the Plan area.	100%	This policy operates in support of 'Local Distinctiveness' and Design policies in District LDFs.

ACHIEVING SUSTAINABLE MINERASL PRODUCTION						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Ensure the sensitive transportation and working of minerals.	5	Identify and safeguard alternatives to the bulk transportation of minerals by road in the Site Specific Allocations DPD. Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA Minerals Industry Landowners NWDA Transport Organisations	Amount of minerals transported by rail or water.	Progressive year on year increase.	Proximity of mineral workings to transport infrastructure/network and distance to market may hinder opportunities. Identification of potential sites may rely on landowners and transport organisations bringing forward sites for appraisal.
Ensure environmental impacts are minimised and mitigated for.		Environmental criteria will be identified in the Generic Development Control Policies DPD. Criteria will be identified and appraised as part of the preparation of the Site Specific Allocations and Policies DPD.	MPA Environment Agency Natural England English Heritage	Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. Change in areas and populations of biodiversity importance.	0% Net gain.	Core output indicator. Core output indicator.

PROMOTING WASTE MINIMISATION AND INCREASING WASTE AWARENESS						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Encourage greater community involvement and partnership working.	6	Encourage early consultation with local communities by minerals and waste industries.	Minerals and waste industry	Number of major proposals subjected to pre-application consultations, in line with SCI.	100%	Relies on the minerals and waste industry being proactive and open in discussing their intentions with the local community.
		Encourage establishment of local liaison groups.	Minerals and waste industry Communities MPA/WPA	Number of liaison groups established for relevant developments.	100%	
		Consult on draft DPDs in line with SCI.	MPA	Number of draft DPDs consulted on in line with the SCI at the appropriate stages.	100%	
Minimise waste production.	7	Deliver waste minimisation initiatives at local and national level, including education and awareness programmes. Raise awareness of sustainable design and construction techniques. Prepare SPD on Managing and Minimising Waste in New Developments.	District LPA MPA/WPA WDA Construction and Waste Industry WRAP DEFRA Communities	Annual waste arisings – waste growth. Number of major applications including appropriate measures.	0% C&I 1% MSW 1% C&D 100%	It is a 'spatial policy', in that it will be regulated by agencies outside of the planning system. Districts will handle the majority of relevant applications, and may lack policy awareness or technical expertise without appropriate action.

MANAGING OUR WASTE AS A RESOURCE						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Maximise resource efficiency. Minimise impacts of waste on climate change and the local environment.	8	Raise awareness of sustainable design and construction techniques. Prepare SPD on Managing and Minimising Waste in New Developments.	District LPA MPA/WPA Construction Industry WRAP etc.	Number of new developments including appropriate measures.	100%	Districts will handle the majority of relevant applications, and may lack policy awareness or technical expertise.
		Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	WPA Waste Industry NWDA Landowners	Amount of waste managed by management type.	MSW *Recycle and compost* 46% by 2010 56% by 2015 61% by 2020 *Recover value from* 18% by 2015 I&C *Recycle and compost* 35% by 2010 40% by 2015 45% by 2020 *Recover value from* 30% by 2010 25% by 2020	Core output indicator Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal. Reliant on industry to bring forward/implement waste facilities for the treatment of non-municipal waste.

MANAGING OUR WASTE AS A RESOURCE (Continued/...)						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
		Review and implement the Plan area's MWMS by identifying and appraising sites in the Site Specific Allocations and Policies DPD.	WPA WDA WCA Industry NWDA Landowners		C&D *Recycle and compost* 50% by 2010 55% by 2015 60% by 2020 *Recover value from* 42% by 2010 35% by 2020	

IDENTIFYING CAPACITY FOR MANAGING OUR WASTE						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Provide for the Plan area to be net self-sufficient in waste capacity.	9	Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	WPA Waste Industry Landowners NWDA Environment Agency	Capacity of waste management facilities in Plan area, compared to waste production.	Capacities to match production in net terms.	Core output indicator. Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal. Hazardous and radioactive wastes require specialised treatment facilities often not found at the sub-regional level.

ACHIEVING SUSTAINABLE WASTE MANAGEMENT						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Provide for a suitably located network of waste management facilities.	10	Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA Waste Industry Landowners	Location of waste management facilities in Plan area. Number of fly-tipping incidents.	Located in accordance with criteria. Year on year decrease.	Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal.
Provide for a suitably located network of waste management facilities.	10	Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA Waste Industry Landowners	Location of waste management facilities in Plan area. Number of fly-tipping incidents.	Located in accordance with criteria. Year on year decrease.	Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal.
Ensure environmental impacts are minimised and mitigated for.	11	Policies will be identified in the Generic Development Control Policies DPD. Criteria will be identified and appraised as part of the preparation of the Site Specific Allocations and Policies DPD.	MPA Environment Agency Natural England English Heritage	Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. Change in areas and populations of biodiversity importance.	0% Net gain.	Core output indicator. Core output indicator.

ACHIEVING SUSTAINABLE WASTE MANAGEMENT						
Policy Aim	**Related Strategy Objective**	**Implementation**		**Monitoring**		**Implementation Issues**
		Mechanism	**Stakeholders Responsible**	**Output Indicator**	**Target**	
Provide for a suitably located network of waste management facilities.	10	Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA Waste Industry Landowners	Location of waste management facilities in Plan area. Number of fly-tipping incidents.	Located in accordance with criteria. Year on year decrease.	Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal.
Provide for a suitably located network of waste management facilities.	10	Sites to be identified and appraised in the Site Specific Allocations and Policies DPD.	MPA Waste Industry Landowners	Location of waste management facilities in Plan area. Number of fly-tipping incidents.	Located in accordance with criteria. Year on year decrease.	Identification of site specific allocations relies on the waste industry and landowners bringing forward sites for appraisal.
Ensure environmental impacts are minimised and mitigated for.	11	Policies will be identified in the Generic Development Control Policies DPD. Criteria will be identified and appraised as part of the preparation of the Site Specific Allocations and Policies DPD.	MPA Environment Agency Natural England English Heritage	Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. Change in areas and populations of biodiversity importance.	0% Net gain.	Core output indicator. Core output indicator.

Section 9

Replacement of Local Plan Policies

Under the provisions of the Planning and Compulsory Purchase Act 2004, the policies of the Local Plan are 'saved' for three years from the commencement of the Act i.e. to 28 September 2007. For policies to continue to operate beyond then, Local Planning Authorities were to seek the Secretary of State's agreement to issue a direction to save them.

A policy assessment identified those policies considered to be no longer applicable or necessary to the development plan plus those which no longer conform to national or regional planning policies.

For all the remaining policies, a formal request was made to the Secretary of State to extend the life of those policies in March 2007. The Government Office, on behalf of the Secretary of State, issued a direction formally agreeing to the Joint Authorities request to extend the life of those policies, and in addition has decided to retain one other policy of the Local Plan.

The Secretary of State has advised that these extended policies should be read in context and that material considerations, in particular the emergence of new national and regional policy and also new evidence, will be afforded considerable weight in decisions. The Secretary of State has also advised that, in respect of these extended policies, associated reasoned justifications, tables, appendices etc necessary to operate those policies are also extended.

With the adoption of this Core Strategy, a number of these 'extended' Local Plan policies are now wholly or partly superseded by the Core Strategy's policies. This is illustrated in the accompanying Table. This also means that those extended Local Plan policies not superseded by the Core Strategy continue to be operational and applicable in determining planning applications, until such time as they too are superseded by future Development Plan Documents (DPD) prepared for Lancashire's Minerals and Waste Development Framework.

Replacement of extended policies contained in the Lancashire Minerals and Waste Local Plan 2006

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 1: Balancing the Policies of the Lancashire Minerals and Waste Local Plan	S	
Policy 2: Quality of Life	S	
Policy 3: Buffer Zones	S	
Policy 4: Cumulative Impacts	S	
Policy 5: Environmental and Other Benefits	S	
Policy 6: Planning Gain	S	
Policy 7: Open Countryside and Landscape	S	
Policy 8: Trees, Woodland and Hedgerows	S	
Policy 9: Agricultural Land	X Policy 9 has been superseded by and now conflicts with national policy.	
Policy 10: Areas of Outstanding Natural Beauty – Minerals Development	S	
Policy 11: Areas of Outstanding Natural Beauty – Waste Development	S	
Policy 12: Developments in the AONB Fringe	S	
Policy 13: Green Belts and Minerals Development	S	
Policy 14: Green Belts and Waste Development	S	
Policy 15: Internationally Important Nature Conservation Sites	X The relevant PPG (9) has been replaced. Policy 15 does not comply with the current understanding of the relevant Regulations.	
Policy 16: Nationally Important Nature Conservation Sites – Minerals Development		

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 17: Nationally Important Nature Conservation Sites – Waste Development	S	
Policy 18: Locally Important Nature Conservation Sites	S	
Policy 19: Mitigating Adverse Impacts	S	
Policy 20: Wild Flora and Fauna	X The relevant PPG (9) has been replaced. Policy 20 does not comply with the current understanding of the relevant Regulations.	
Policy 21: Wildlife Corridors	S	
Policy 22: Water Resource Availability	S	
Policy 23: Water Resource Protection	S	
Policy 24: Flood Risk	S	
Policy 25: Coastal Protection/Open Coastline	S	
Policy 26: Nationally Important Archaeological Sites	S	
Policy 27: Other Archaeological Sites	S	
Policy 28: Archaeological Assessment	S	
Policy 29: Archaeological Investigations	S	
Policy 30: Heritage	S	
Policy 31: Public Rights of Way	S	
Policy 32: Recreational Facilities	S	
Policy 33: Hazards	S	
Policy 34: Travel Minimisation	S	√ Policy CS5
Policy 35: Rail Transport – Use of rail	S	√ Policy CS5

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 36: Rail Transport – Safeguarding Connections	S	√ Policy CS5
Policy 37: Strategic Road Network	S	
Policy 38: Rail Freight Aggregates Facilities	S	√ Policy CS5
Policy 39: Rail Freight Waste Facilities	S	√ Policy CS5
Policy 40: Marine Aggregate Wharves	S	√ Policy CS5
Policy 41: Safeguarding Land for Alternative Access to Whitworth Quarries	S	
Policy 42: Safeguarding Mineral Resources	S	√ Policy CS1 (in part)
Policy 43: Mineral Consultation Areas	S	√ Policy CS1
Policy 44: Prior Extraction	S	√ Policy CS1
Policy 45: Concurrent Working	S	√ Policy CS5
Policy 46: Conservation of High Quality Material	S	√ Policy CS1
Policy 47: Secondary Material	S	
Policy 48: Sand and Gravel provision (High Grade Sand)	S	√ Policy CS3
Policy 49: Sand and Gravel Provision (Low Grade Sand)	S	√ Policy CS3

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 50: Sand for Special Purposes	S	√ Policy CS3
Policy 51: Foreshore Extraction	S	
Policy 52: Crushed Rock – Provision 1992-2006	X Policy only expresses minerals apportionments. Whilst these conform to earlier apportionments expressed in the current RSS (RPG13), these are now superseded by revised Government Guidelines issued in 2003, and expressed in draft RSS review.	√ Policy CS3
Policy 53: Limestone Provision to 2001	X Policy expressly applied to the Plan period before 2001; its provisions are not relevant to post-2001, and those which are currently relevant are expressed in Policy 54.	
Policy 54: Limestone Provision 2002-2006	S	√ Policy CS3
Policy 55: Provision at Dunald Mill Quarry	S	
Policy 56: Deepening Existing Limestone Aggregate Quarries	S	
Policy 57: Gritstone Provision	S	√ Policy CS3
Policy 58: Building Stone – Provision	S	√ Policy CS3

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 59: Borrow Pits	S	
Policy 60: Minerals for Cement Manufacture	S	√ Policy CS3
Policy 61: Cement Manufacturing Plant	S	
Policy 62: Minerals for Brick Manufacture	S	√ Policy CS3
Policy 63: Mudstone for Construction	S	√ Policy CS3
Policy 64: Opencast Coal	X Policy 64 duplicates Policy 1 of the Plan, and reiterates national policy contained in MPG 3.	
Policy 65: Coal – Underground Mines	S	√ Policy CS3
Policy 66: Oil and Natural Gas Production	S	√ Policy CS3
Policy 67: Onshore facilities	X Policy 67 duplicates Policy 1 of the Plan, and is addressed through other regulatory processes (and provisions made in District Local Plans/LDFs).	
Policy 68: Peat	S	√ Policy CS3
Policy 69: Topsoil Removal	S	√ Policy CS3
Policy 70: Silica Sand – Provision	S	√ Policy CS3

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 71: Protection of the Surface of the Former Saltfield from development	S	
Policy 72: Salt Provision	S	√ Policy CS3
Policy 73: Metalliferous Minerals	X Policy 73 is redundant, in that it duplicates Policy 1 of the Plan.	
Policy 74: Mineral Exploration	S	
Policy 75: Plant and Ancillary development (on-site)	S	
Policy 76: Plant and Ancillary Development (off-site)	X Policy 76 is redundant, in that it duplicates Policy 1 of the Plan and is addressed through other regulatory processes (and provisions made in District Local Plans/LDFs).	
Policy 77: Mineral Waste	S	√ Policy CS8
Policy 78: Landfilling of Waste – Overall Provision	S	√ Policy CS8
Policy 79: Safeguarding Land for Future Disposal of Waste	S	
Policy 80: Maintenance of a Network of Landfill Facilities	S	
Policy 81: Other Landfill Proposals	S	√ Policy CS8
Policy 82: Landfilling of Construction, Demolition and Inert Waste	S	√ Policy CS8
Policy 83: Disposal and Utilisation of Surplus Excavated Subsoil	S	√ Policy CS8

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 84: Extraction of Landfill Gas	S	
Policy 85: Special Considerations for Landraising	S	
Policy 86: General Development and Waste Minimisation	S	√ Policies CS2, CS7 and CS6
Policy 87: General Development and the "Three R's"	S	√ Policies CS7 and CS6
Policy 88: Recycling, Sorting and Transfer of Waste	S	
Policy 89: Recycling of Inert and Construction Waste – Fixed Recycling Facilities	S	√ Policy CS2
Policy 90: Temporary facilities at Demolition and Construction Sites	X Policy 90 is redundant, in that it is addressed through other regulatory processes. Responsibility for implementing it will fall within the Waste Licensing and Pollution Control regimes.	√ Policy CS2
Policy 91: On-Site Recycling Facilities – Industrial and Commercial Waste	X Policy 91 duplicates the requirements in Policy 86 when considered at the design stage of an application. It is redundant in that once the application is approved development associated with Policy 91 would be permitted development.	
Policy 92: Recycling Industrial and Commercial Waste	S	√ Policy CS7

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 93: Recycling at Existing Household Waste Disposal Centres	S	√ Policy CS9
Policy 94: Provision of New Household Waste Disposal Centres	S	
Policy 95: Sub-Regional Recycling Facilities	S	√ Policy CS9
Policy 96: Incineration of Municipal Waste	S	
Policy 97: Incineration, Treatment or Transfer of Animal, Clinical, Industrial and Special Waste	S	
Policy 98: Digestion Plants and Mixed Waste Composting	S	
Policy 99: Green Waste Composting	S	
Policy 100: Scrapyards	S	
Policy 101: Wastewater and Sewage Sludge	S	
Policy 102: Extensions	S	
Policy 103: Ancillary Developments	S	
Policy 104: Treatment of Sludge by Incineration	S	
Policy 105: Anaerobic Digestion at Wastewater Treatment Works	S	
Policy 106: Reclamation of Minerals and Landfill Sites	S	
Policy 107: Proposed Reclamation Schemes	S	
Policy 108: Restoration of Agricultural Land	S	
Policy 109: Reclamation by Waste Disposal	S	√ Policy CS8

LOCAL PLAN POLICY	SAVED (S) BEYOND 27 SEPTEMBER 2007	TO BE SUPERSEDED BY CORE STRATEGY POLICY (√)
Policy 110: Review of Mineral Working Sites	X Policy 110 is redundant, in that it duplicates national policy and relevant legislation.	
Policy 111: Environmental Conditions at Existing Sites	X Policy 111 is redundant, in that it is covered by Policies 2 and 5 of the Local plan, and national guidance on this matter.	
Policy 112: Standards of Operation	S	

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