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1 Waste

1.1 Summary

Waste policies are now being developed for inclusion in the LDF Core Strategy; these will need to make provision for facilities to deal with the different waste streams in the County.

Taking into account key messages from the evidence available, a number of spatial planning issues have been identified;

Issue W1 – The provision of waste management facilities to meet Cornwall's needs in appropriate locations which help to achieve self-sufficiency and sustainable transport balanced with protection of the environment and amenity.

Issue W2 – To encourage, where possible through the planning system, re-use, recycling/composting and energy recovery in line with the Waste Hierarchy. Waste disposal should be seen as the least desirable option.

1.2 Purpose

This is one in a series of papers dealing with a specific theme. Each can be read in isolation or together with other papers to gain a wider understanding of issues facing Cornwall. This paper sets out the evidence base and the policy context for waste. Other issues papers available in this series include:

- *Housing*
- *Economy*
- *Tourism*
- *Retail & town centres*
- *Education & skills*
- *Social inclusion*
- *Crime & anti-social behaviour*
- *Sport recreation & open space*
- *Health*
- *Transport & accessibility*
- *Energy*
- *Climate change*
- *Soil, air & water quality*
- *Flooding, drought & water consumption*
- *Biodiversity & geodiversity*
- *Landscape & seascape*
- *Historic environment*
- *Design & efficient use of resources*
- *Agriculture & food*

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- *Coast & maritime*
- *Minerals*

This series of papers is closely linked to the topics of the Sustainability Appraisal (SA) scoping report. The SA scoping report identifies the sustainability objectives, decision making criteria and indicators against which the LDF and other plans in Cornwall should be tested, to examine whether plans are sustainable. The SA scoping report also identifies key messages from national, regional and local plans for the Cornwall LDF, a baseline and sustainability issues for each topic. The SA scoping report can be viewed at <http://www.cornwall.gov.uk/default.aspx?page=17394>.

1.3 What is waste?

Waste is any substance or object that the holder discards, intends to discard or is required to discard.

Everyone consumes resources and generates waste. It is essential that waste is handled, treated and disposed of in a way that is sensitive to the environment and economical for the local community and business. Waste is a potential resource from which materials, value and energy can be recovered.

The Core Strategy is required to plan for the management of controlled wastes (municipal solid waste and commercial and industrial waste, construction, demolition and excavation waste, hazardous waste and waste water).

1.4 Waste portrait of Cornwall

Municipal solid waste is generated predominately from households but also can include small amounts of trade waste which is collected alongside household waste.

Commercial and industrial waste is generated by trade, business, sport, recreation, tourism or entertainment premises.

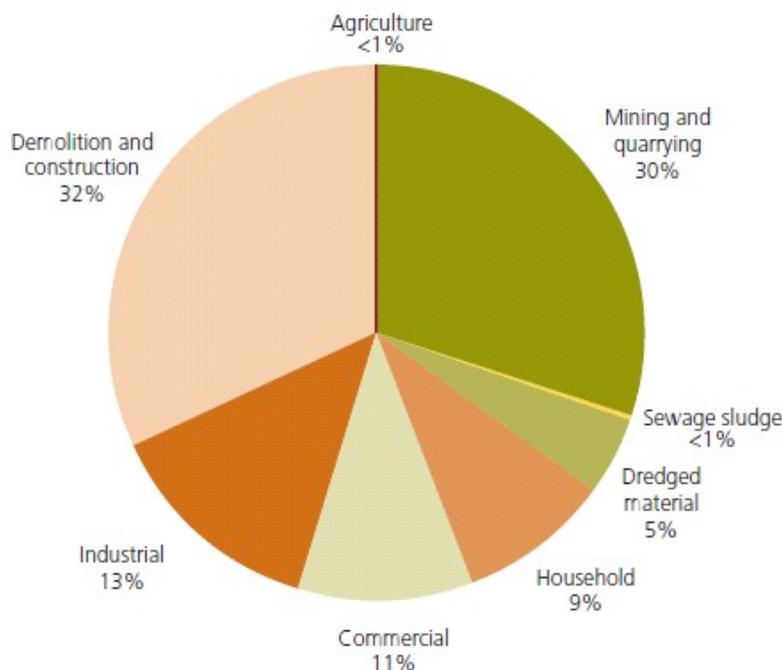
Construction, demolition and excavation waste arises from the construction and demolition trade including building material, soils and road planings.

Special/Hazardous waste is controlled waste containing substances which are dangerous to the environment or life including; asbestos, discarded chemicals, lead-acid batteries, fluorescent light tubes and waste oils. Clinical waste is generated from a wide range of sources including medical, dental or veterinary.

Waste water is liquid waste from domestic or commercial properties, industry, and agriculture and can contain food wastes, fats, oils, chemicals, detergents.

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Annual Waste Arisings in England by Sector



Source: Waste Strategy for England 2007 (Defra, May 2007)

Waste management in Cornwall has been reliant on landfill disposal of all waste types. The capacity needed to deal with the County's waste streams will be assessed as part of the work involved in preparing the waste Core Strategy policy. An assessment of need and capacity will form part of the accompanying evidence base.

1.5 What is the role of the Core Strategy?

The Core Strategy can provide planning policies that help deliver enhancement and protect environmental standards for the benefit of local communities. In developing these policies, the Core Strategy needs to take into account all other relevant plans, strategies, policies and programmes as well as involve key stakeholders and the community.

In terms of Waste Core Strategy can:

- Set out the spatial strategy for waste development in the County,
- Identify areas/sites for strategic waste infrastructure,
- Ensure new development provides space for waste and storage of recyclable materials.

1.6 Relevant policy context

When preparing the Core Strategy, the Council does not start with a blank sheet of paper. There are planning policies at national level which have to be followed and the Core Strategy needs to be prepared within the framework set by national and European legislation and national planning guidance. This section focuses on the most relevant published legislation, plans & strategies and draws out their key messages for the Core Strategy. The key directives, acts, plans and strategies

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identified and used are set out below. It should be noted that the Government is currently undertaking a fundamental review of national waste policy. It is anticipated that the preliminary findings of that review will be published in Spring 2011.

International/Europe

- Waste Framework Directive 2006/12/EC: To recover and dispose of waste without harming human health or the environment.
- European Council Directive 2000/76/EC on the Incineration of Waste
- The EU Landfill Directive [1999/31/EC]: To stimulate the recycling and recovery of value from waste and to reduce emissions of methane gas in landfill sites.

National

- Consultation on review of the Controlled Waste Regulations (Nov 2010)
- Consultation on a Planning Policy Statement: Planning for a Low Carbon Future in a Changing Climate (March 2010)
- Consultation on introduction of restrictions on landfill of certain wastes (March 2010)
- Consultation on meeting EU Landfill Diversion Targets (March 2010)
- Consultation on the legal definition of waste and its application (January 2010)
- The National Waste Strategy (Defra) 2007
- Planning for Sustainable Waste Management: a companion guide to Planning Policy Statement 10 (June, 2006)
- Planning Policy Statement 10: Planning for Sustainable Waste Management (July 2005)
- Hazardous Waste Regulations Statutory Instrument 2005 No. 894 - Sets out the requirements for the controlled management of hazardous waste.

Local

- Sustainable Community Strategy for Cornwall (Cornwall Strategic Partnership, 2008) Cornwall Waste Local Plan, Cornwall County Council, December 2002

1.7 Relevant evidence and research

The Core Strategy will be supported by an evidence base including a needs assessment for the various waste streams. These will look at how much waste has been produced in the past, how much is likely to be produced in the future and assess the level of capacity required to manage that waste.

Municipal Solid Waste

In Cornwall municipal solid waste amounted to 302,956 tonnes in 2009/10. Table 1.1 below, shows the amount of municipal solid waste that was landfilled, composted and recycled in 2009/10.

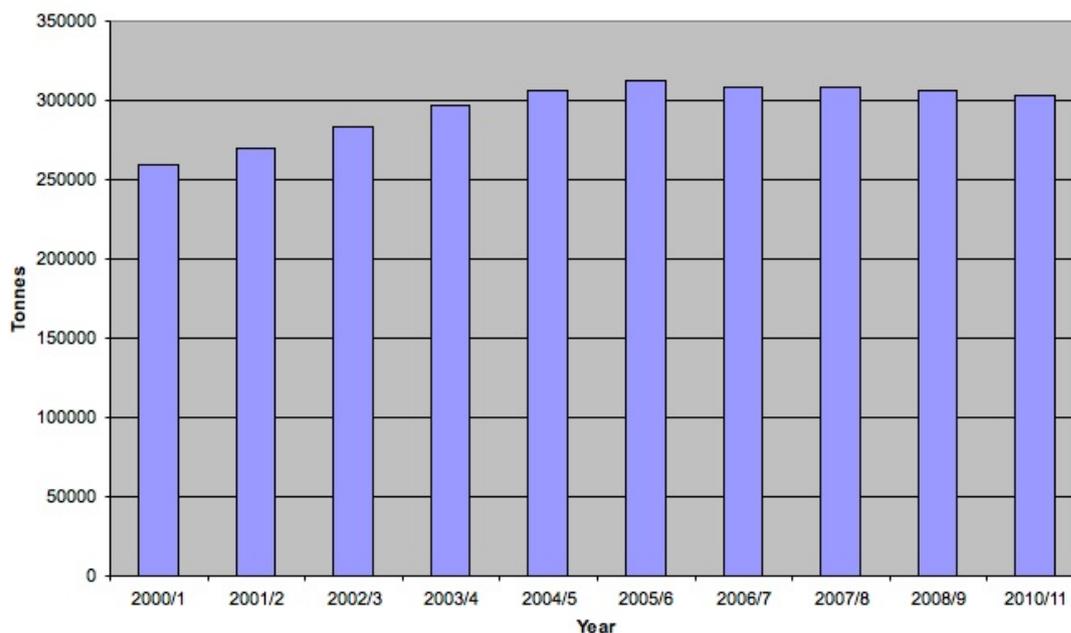
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Table 1.1 Municipal Solid Waste, 2008/09

Management type	Tonnes	Percentage
Disposal	179,576	59%
Incineration with Energy from Waste	0	0.0%
Inert waste	17,750	6%
Recycling & composting	105,630	35%
<i>Total</i>	<i>302,956</i>	<i>100.0%</i>

Source: Cornwall Council, Waste Management

Figure 1: Arisings of Municipal Solid Waste



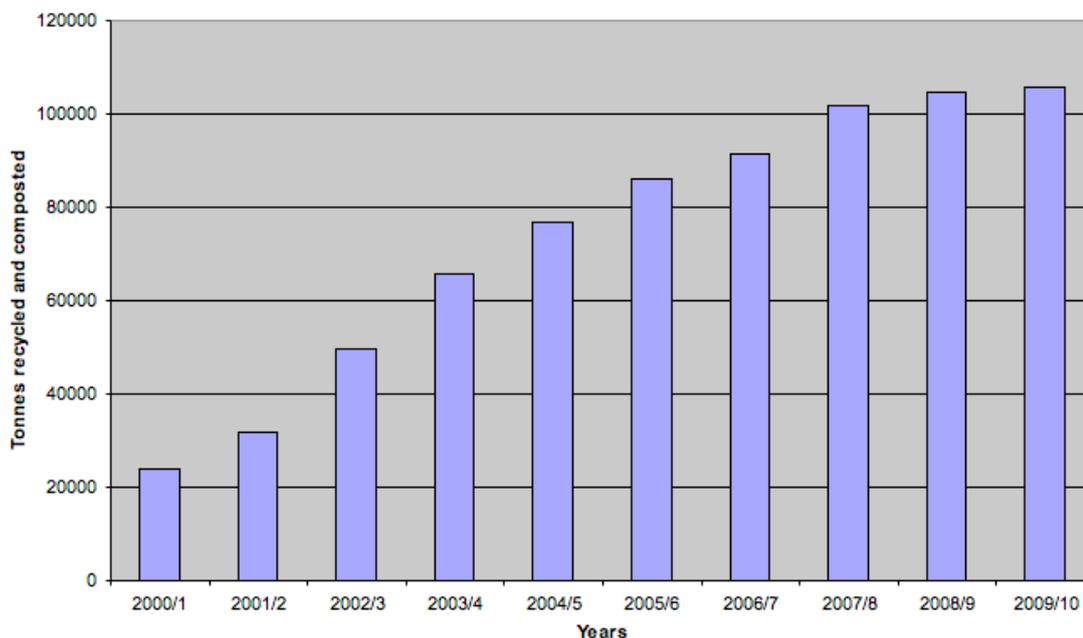
Source: Cornwall Council

Figure 1 above shows that from 2000/01 to 2005/06 arisings of municipal solid waste increased, although the rate of increase decreased from 4% to 2.8%. Since 2006/07 arisings of municipal solid waste have been declining. Between 2007/08 and 2008/09 arisings fell by 3.14%.

Waste recycled or composted includes that collected through kerbside collection schemes; bring banks, Household Waste Recycling Centres and other third parties such as charity shops.

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Figure 2: Recycling and composting of Municipal Solid Waste



Source: Cornwall Council

As can be seen in Figure 2, rates of recycling and composting have been steadily increasing from 24,069 tonnes on 2000/1 to 105,630 tonnes in 2009/10.

Table 1.2 below shows existing Household Waste Recycling Centres⁽¹⁾.

Table 1.2 Existing Household Waste Recycling Centres in Cornwall

Site	Location
Bodmin	Wheal Prosper Lanivet
Bude	Tiscott Wood Bude
Connon Bridge	East Taphouse Liskeard
Dudnace Lane	Pool

1 Sites where the public can take bulky waste items such as furniture, 'white goods' and garden refuse.

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Site	Location
	Redruth
Helston	Gays Hill Helston
Launceston	Quarry Lane Bangors Quarry Launceston
Newquay	Trevenson Road Newquay
St Austell	Menear Road St Austell
St Erth	Tredea Lane St Erth Hayle
Saltash	Plot 2, Tamar View Industrial Estate Saltash
Tintagel	Bowthick Camelford
United Mines	United Downs St Day Nr. Redruth

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Planning permission has been granted for a Household Waste Recycling Centre to serve Falmouth (at Carveth Farm, Mabe) which will open in spring 2011 and planning permission has also recently been granted for a replacement Household Waste Recycling Centre to serve Launceston. Replacement facilities are being sought for existing sites at United Mines, (St Day) and Newquay. New sites are also being sought for Penzance and Truro.

A number of the existing Household Waste Recycling Centres also have facilities for the bulking up and transfer of mixed waste: Connon Bridge, St Erth and the recently permitted site at Launceston. The total existing annual capacity for Household Waste Recycling Centres is around 320,000 tonnes and for municipal waste Refuse Transfer Stations about 200,000 tonnes.

Materials Recovery Facilities⁽²⁾, which bulk and sort source separated recyclables, are located at Bodmin and Pool.

Composting facilities⁽³⁾ which manage green garden waste (collected as part of the municipal waste stream) in Cornwall are shown in table 3 below.

Table 1.3 Existing composting facilities in Cornwall

Site	Location
Splattenridden	nr Hayle
Higher Kergilliack Farm	nr Falmouth
Tinten Manor Farm	nr St Tudy
Tregaire Barton	Portscatho
Bake Farm, Trerulefoot	nr Saltash
Coswinsawsin Farm	Camborne

Source: Cornwall Council and Environment Agency

Government targets set out in Waste Strategy 2007 anticipate that 50% of household waste should be recycled/composted by 2020.

In 2009/10 23.5% of household waste was recycled and 11.7% was composted. This means that an additional 13% of household waste will need to be recycled/composted to meet the Government's target by 2020.

An issue for the Core Strategy will be to assess whether additional provision of recycling/composting facilities will be required over and above that already planned to meet national and regional targets over the Core Strategy period (to 2030/31).

2 These are sites where recyclates collected from kerbside schemes are sorted into specific categories for recycling.

3 Sites where green waste, usually collected from kerbside schemes, are processed to produce a fertiliser.

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There are no existing sites for the recovery of energy from municipal solid waste. A planning application for an energy recovery facility (the Cornwall Energy Recovery Centre 'CERC') with an overall annual capacity of 240,000 tonnes was submitted in March 2008 and refused in March 2009. A public inquiry into the refusal of that application took place in 2010. It is anticipated that the Inspector's report will be issued in late spring/summer 2011 although the final decision will be made by the Secretary of State.

Energy recovery capacity will be required to meet Government targets. Waste Strategy 2007 states that 75% of municipal waste should be recovered by 2020. The report entitled 'Future Landfill Provision in Cornwall for Municipal Solid Waste and Commercial/Industrial Waste' (December 2008) suggested that to meet the Government's target for recovery of municipal solid waste (75% by 2020) between 212,000 and 233,000 (figures include about 20,000 tonnes of co-collected trade waste) would need to be recovered (over and above that recycled/composted) in that year. A key issue for the Core Strategy will be to assess the level of recovery capacity required for municipal solid waste. This will be largely dependent on the outcome of the appeal into the Cornwall Energy Recovery Centre (CERC). The needs assessment will need to reflect that outcome when a decision is issued.

A key issue for the Core Strategy will be to assess the level of additional provision required for the management (by recycling/composting and recovery) of municipal solid waste

There are two landfill sites currently operational in Cornwall: Connon Bridge and Lean Landfill (both near Liskeard). The former is used for the disposal of Municipal Solid Waste from Cornwall.

Commercial and Industrial Waste

It has been estimated that the total amount of commercial and industrial waste⁽⁴⁾ produced in Cornwall amounts to 364,315 tonnes annually. It is estimated that approximately 54% of that was re-used/recycled/composted and about 23% (84,727 tonnes) sent to landfill (there is a requirement for businesses to separate, label and store their waste in adequate receptacles as well as ensuring that it is handled by a company authorised to do so).

Existing facilities for recycling/re-use/composting of commercial and industrial waste include those for the bulking and sorting of source separated dry recyclables (clean Materials Recovery Facility (MRF)) and facilities for the composting of source separated organic materials. Data provided by the Environment Agency's Environmental Permitting (waste management licence) on existing facilities suggests that the total licensed annual recycling capacity is approximately 280,000 tonnes; these are predominantly metal recycling sites. There are also a number of composting facilities taking green waste generated by the commercial/industrial sector.

Targets set out in the Regional Waste Strategy propose that between 180,000 and 200,000 tonnes of commercial and industrial waste is recycled/re-used by 2020 (equating to 44% of arisings). Survey data provided by the Environment Agency suggests that 54% of this waste stream was already recycled/composted 2009. The reasonably high level of recycling may reflect by the amount

4 Data on Commercial and Industrial waste is provided by Defra (Commercial and industrial waste survey 2009)

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of licensed recycling/sorting capacity in Cornwall (around 280,000 tonnes per annum) albeit that the majority of this capacity caters for scrap metal. The majority of the recycled material is sent out of the County for re-processing.

Around 5000 tonnes of commercial/industrial waste is thermally treated with energy recovery. The proposed Cornwall Energy Recovery Centre 'CERC' for municipal waste could have some additional capacity for commercial and industrial waste (potentially up to about 40,000 tonnes annually). In addition a developer has entered into pre-application discussions with the Waste Planning Authority regarding development of a "bio park" at Hallenbeagle (Scorrier) which would potentially include provision of facilities for sorting and recovery of energy from waste.

The Core Strategy will need to review the level of provision required for recycling and recovery facilities for commercial and industrial waste.

Most of the commercial and industrial waste sent for disposal is landfilled. Two sites in Cornwall are licensed to take mixed commercial and industrial waste: Lean Quarry, Horningtops (nr Liskeard); United Mines, St Day, (nr Redruth) and ConnonBridge, Taphouse (nr Liskeard).

National targets set out in Waste Strategy 2007, for commercial and industrial waste, requires a 20% reduction in landfill disposal by 2010 (compared to 2004 levels). In 2004/05 it was estimated that around 151,857 tonnes of commercial & industrial waste was landfilled. Therefore in order to achieve the target set out in Waste Strategy 2007 the amount of commercial & industrial waste that could be landfilled in 2020 would be 121,486 tonnes. According to the Environment Agency's National Waste Interrogator the total amount of commercial and industrial waste landfilled in Cornwall in 2008/9 was around 196,888 tonnes.

A key issue for the Core Strategy will be to assess the level of additional provision required for the management (by recycling/composting and recovery) of commercial and industrial waste.

Landfill provision for municipal, commercial and industrial waste

Municipal, commercial and industrial waste can be disposed of at one of 2 landfill sites in Cornwall: Connon Bridge & Lean Landfill. The first is operated by Sita UK (on behalf of the Council) and the second is operated by Viridor Waste Management Ltd. Table 1.4 shows the remaining landfill capacity for biodegradable waste at the end of 2009.

Table 1.4 Landfill capacity for biodegradable waste, in Cornwall, 2007/08

Site	Capacity (Million m ³)	Closure date
Connon Bridge	1.27	2014
Lean Quarry	2.5	2032
Total	3.77	

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At 0.82 tonnes/m³ this remaining voidspace (3.77 million m³) could accommodate 3.09 million tonnes of waste. The current planning permission at Connon Bridge is also due to expire in 2014 although Lean Landfill has consent until 2032. Previous work undertaken by the Waste Planning Authority suggested additional landfill disposal capacity may be required over the plan period to 2026/27. A greater level of capacity would be required if targets for recovery are not met.

The Landfill Allowance Trading Scheme (LATS) also sets targets for the amount of biodegradable municipal solid waste which may be sent to landfill each year;

- By 2013 – 73,737 tonnes
- By 2020 – 51,526 tonnes

In addition, a recent consultation issued by Defra proposes that certain waste streams would not be allowed to be disposed of in landfill including; paper, food or textiles. This will have an effect on the landfill capacity in Cornwall and the Core Strategy will have to consider the impacts. A further issue to be considered is the lack of landfill/waste management capacity in the west of Cornwall (since the closure of United Mines) the resulting impact on landfill capacity in the east of the County.

A small proportion of Cornwall's industrial and commercial waste is sent for disposal by incineration e.g. Stoneybridge Incinerator (Liskeard).

A key issue for the Core Strategy will be to assess the level and location of additional landfill capacity required to accommodate residual municipal, commercial and industrial waste.

Construction, demolition and excavation waste

Construction, demolition and excavation waste accounts for the largest proportion of waste in England. Total construction and demolition waste in England amounted to around 272 million tonnes per annum. An estimated 18 million tonnes goes to landfill for disposal each year in England.

The Environment Agency's National Waste Interrogator⁽⁵⁾ estimates that 170,768 tonnes of construction & demolition waste was managed, at licensed sites, in Cornwall during 2008.

Several waste management facilities have permission to recycle, treat or dispose of construction and demolition waste in Cornwall. The total licensed capacity of inert treatment/transfer facilities amounts to around 340,000 tonnes. A large amount of construction, demolition and excavation waste is either used on-site or sent to sites exempt from the Environment Agency's environmental permitting requirements.

⁵ The Environment Agency's Waste Interrogator is a database of licensed waste management facilities in England and is compiled from site returns.

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A key issue for the core strategy will be to assess the level of additional provision required for the management (recycling/materials recovery and disposal) of construction and demolition waste

Other Wastes

In Cornwall a small portion of hazardous waste is produced including oils, solvents and chemicals, the Environment Agency's Waste Interrogator has supplied the data in Table 1.5.

Table 1.5 Hazardous Waste in Cornwall, 2008

Management method	Amount (tonnes)
Treatment	44,157
Transfer	5,918
Landfill	1,135
Metal Recycling	22,167
Total	73,377

Source: Environment Agency

The majority of hazardous waste produced in Cornwall is managed outside of the County at a variety of facilities throughout the Country.

A key issue for the Core Strategy would be to consider the need for facilities to manage hazardous waste. The feasibility of providing such management capacity within Cornwall or at facilities outside the County where management in Cornwall is not feasible, taking into account transport implications, needs to be considered.

Locational Issues

Adopted planning policy for waste in Cornwall is contained in the Cornwall Waste Local Plan (2002). In particular, the plan identified the Central Cornwall Area of Search for a facility to manage municipal waste.

When adopted the policies contained in the Core Strategy will replace those in the Waste Local Plan.

A key issue for the Core Strategy will be to consider the location of any strategic waste management facilities.

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The Core Strategy will be supported by an evidence base, including a needs assessment, for the various waste streams. This will look at how much waste has been produced in the past, look at how much is likely to be produced in the future and assess how much additional capacity is required to manage that waste.

1.8 Emerging Evidence and Policy

The gathering of evidence is an iterative process and will be continued throughout the preparation of the Core Strategy. Additional evidence should be considered right up to the 'submission' stage in the process. Listed below are the known emerging relevant guidance & studies, which will be taken into account if available before the submission of the Core Strategy;

- Specific national, and local targets for municipal solid waste, commercial and industrial waste and construction and demolition waste
- Defra national survey of commercial and industrial waste arisings

1.9 Gaps in Evidence

Further work will aim to identify the capacity for recycling/recovery of materials from householders, commerce and industry and the construction and demolition sector. The results will be discussed in the emerging needs assessment which will support the waste core policies.

Further information is also likely to be required on the availability of sites to deliver strategic waste management facilities in Cornwall.

1.10 Key messages from the evidence review

A number of key messages and issues were drawn out from the evidence review. The table below identifies the messages deemed most relevant and the source documents.

Message	Relevant Document(s)
Local planning authorities should in particular look for opportunities to secure: greater integration of waste management with the provision of decentralised energy and district heating systems based on renewable energy from waste.	Consultation Draft Planning Policy Statement: Planning for a low carbon future in a changing climate (2010)
There should be more emphasis on waste prevention and re-use; waste management methods need to be moved up the Waste Hierarchy ⁽⁶⁾ ; waste should be regarded as a resource and disposal as the last option.	National Waste Strategy, May 2007 PPS10: Planning for Sustainable Waste Management

6 The waste hierarchy is a hierarchical ranking of waste management options based on their relative environmental benefits, reduction, re-use, recovery, disposal.

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Message	Relevant Document(s)
There must be a reduction of net greenhouse gas emissions from waste management operations	National Waste Strategy (2007)
Targets (see emerging evidence) should be set for all areas of waste management	National Waste Strategy (2007) Planning Policy Statement 10: Planning for Sustainable Waste Management
Sets out planning policies and proposals for waste facilities in Cornwall and provides the context for the land-use policies against which applications for waste management facilities will be assessed.	The Cornwall Waste Local Plan, adopted 2002

1.11 Swot Analysis

Table 1.6

Strengths	Weaknesses
<ul style="list-style-type: none"> Progress in increasing levels of recycling Progress in decreasing levels of residual municipal solid waste disposal 	<ul style="list-style-type: none"> Dispersed population can make waste collection more difficult Seasonal waste from tourism Very little energy recovery capacity operational for municipal, commercial or industrial waste Distance from recycling industries and markets Limited Commercial Waste recovery facilities Behaviour change required to reduce waste production
Opportunities	Threats
<ul style="list-style-type: none"> Increased recycling/composting Increased re-use Using waste for energy- combined heat and power; anaerobic digestion. Create jobs in recycling and energy recover industries 	<ul style="list-style-type: none"> Lack of sufficient landfill capacity Piecemeal development does not enable the use of planned infrastructure such as combined heat and power Population increase is likely to be accompanied by an increase in waste

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Strengths	Weaknesses
<ul style="list-style-type: none"> • Involvement of rural industries in recycling materials • Reduce CO₂ and other environmental pollutants • Waste reduction • Rural communities have scope for local waste management 	<ul style="list-style-type: none"> • Housing subdivision • Tourism • Rising fuel costs will increase waste collection and management costs and may affect waste profile

1.12 Climate Change Considerations

The main pressures on waste from climate change are:

- the need to reduce net greenhouse gas emissions from waste management operations.
- the consideration of the impact of flood risk on waste management facilities.

Climate change is further explored in a separate issues paper in this series, as well as in the Sustainability Appraisal Scoping Report (visit www.cornwall.gov.uk).

The scoping report sets out a series of sustainability objectives against which the Core Strategy and other parts of the LDF will be assessed, to gauge how far they will promote sustainable development. The relevant objective for waste states:

'To minimise the generation of waste and encourage greater re-use and recycling of materials in accordance with the waste hierarchy'

1.13 Main Spatial Planning Issues

Taking into account the key messages from the current evidence available, a number of spatial planning issues are listed below.

Issue W1

The provision of waste management facilities to meet Cornwall's needs in appropriate locations which help to achieve self-sufficiency and sustainable transport balanced with protection of the environment and amenity.

Issue W2

To encourage, where possible through the planning system, re-use, recycling/composting and energy recovery in line with the Waste Hierarchy. Waste disposal should be seen as the least desirable option.

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These issues will work towards achieving the following long term objective for Cornwall as set out in the Sustainable Community Strategy - 'Future Cornwall':

- To make the most of our environment, reduce greenhouse gas emissions and invest in and promote sustainable use of natural resources

This paper summarises the evidence on waste brought together to inform the Cornwall Core Strategy. However, it will be added to and kept up-to-date as other relevant evidence becomes available. In updating these papers all previous versions will be archived to ensure it is clear what evidence was available at each stage.

1.14 Appendix A

Appendix A

Consultation to date:

The Issues papers were first published for stakeholder consultation in September 2009. The papers were amended to take into account consultee responses and were then circulated to Planning Policy Advisory Panel members in November 2009. They were also given to all members at a series of three area based consultation events in March 2010.

Revisions to Issues Papers:

In writing the draft Issues and Options report in March 2010 it was clear that it was necessary to revise the issues identified in some of the topic based issues papers. Some issues were requirements under other legislation or procedural matters, and therefore options could not be set against them (*e.g. The Core Strategy should work with other plans and programmes...*) Others were in fact options and needed to be set as options under an overarching issue (*e.g. The Core Strategy has a role in supporting the growth and sustainability of the micro and small business economy*). There was also some repetition between different topics and these issues could be amalgamated.

Criteria for Changes:

The issues have been rationalised against the following criteria:

- Is this a Spatial Planning Issue?
- Is the issue covered by other legislation?
- Can options be generated against each issue?
- Is this an issue and not an option?
- Is the issue rooted in evidence?
- Is there potential to amalgamate issues?

Issues in Consultation Version:

Issue W1 - The Cornwall Core Strategy should take account of the context and issues for waste planning and should work with the Waste Development Framework to ensure a consistent approach.

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Issue W2 - Consider the use of design policies which require adequate space in development for storage of waste and recycling

Revised Issues:

Issue W1 - The provision of waste management facilities to meet Cornwall's needs in appropriate locations which help to achieve self-sufficiency and sustainable transport balanced with protection of the environment and amenity.

Issue W2 - To encourage, where possible through the planning system, re-use, recycling/composting and energy recovery in line with the Waste Hierarchy. Waste disposal should be seen as the least desirable option.