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Revised 2018-2033 Local Development Plan

Topic Paper Waste



February 2023

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1.0 Background

1.1 This Topic Paper sets out current legislation/guidance (European, national, & regional) in respect of the management of wastes and explores how this influences Carmarthenshire at the local level in respect of preparation of the Revised Local Development Plan (LDP).

1.2 The system of waste management and waste planning is undergoing a rapid transition. The over reliance on landfill as the preferred method of dealing with waste is now viewed as unsustainable. Legislation introduced by the European Union (EU) sets targets for waste minimisation and recycling and will require new methods of managing waste, together with a significant increase in the number of facilities to enable these methods to be implemented and targets to be met. The EU legislation has already been transposed into national legislation in the UK, and so whilst the UK has now left the EU, the EU requirements are nevertheless enshrined in legislation in both the UK and Wales.

1.3 The Topic Paper is meant to provide evidence for the Deposit Local Development Plan, and in so doing will remain an evolving document, subject to update and revision as and when new data becomes available.

The Current Legislative Position

European Directives

1.4 As a former Member of the European Union (EU), the UK had an obligation to implement the provisions of European Directives within its own legislative framework. There are a number of directives relevant to waste planning, the most important of these being the *Waste Framework Directive* and the *Landfill Directive*.

The Waste Framework Directive

1.5 The Waste framework Directive is the principal piece of legislation controlling waste management throughout the EU. It seeks to end the over-reliance on the landfilling of waste through the introduction of the sustainable waste hierarchy principle which stipulates that Member States shall take appropriate measures to encourage: Firstly, the prevention or reduction of waste production; Secondly, the recovery of waste by means of recycling or reuse; Thirdly, the use of waste as a source of energy. The waste hierarchy principle views landfill as a last resort. The Directive also requires Member States to produce waste management plans, setting out their capacity to manage their own waste, using an adequate network of waste facilities.

1.6 A new Framework Directive for Waste Management in the EU was adopted in 2008. This revised EU legislation on waste and replaced the existing Waste Framework Directive, the Hazardous Waste Directive and the Waste Oil Directive. It applies a new waste hierarchy, expands the 'polluter pays' principle by emphasising producer responsibility and applies more stringent waste reduction and waste management targets for Member States.

The Landfill Directive

1.7 The Landfill Directive introduced licence applications and technical requirements for the design and operation of landfills. It also banned certain types of waste from landfill and introduced a staged reduction in the amount of biodegradable municipal waste sent to landfill, and applies penalties if the targets are not met. The changes introduced by this Directive have direct relevance for local planning authorities when preparing their local development plans. In particular, adequate provision should be made for facilities to accommodate waste prohibited from landfills and for pre-treatment facilities.

1.8 Other 'Daughter' Directives of the Waste Framework Directive include:

- **Hazardous Waste Directive:** seeks to define hazardous waste and provides additional controls on its tracking, movement and management;
- **Waste Incineration Directive:** seeks to minimise the impact of negative environmental effects on the environment and human health resulting from emissions to air, soil, surface and ground water from the incineration and co-incineration of waste.
- **Packaging and Packaging Waste Directive:** aims to provide a high level of environmental protection in respect of the management of this waste stream, and also establishes measures to reduce and reuse packaging;
- **End of Life Vehicles (ELV) Directive:** aims to prevent waste from end-of-life vehicles and promote the collection, re-use and recycling of their components to protect the environment;
- **Waste Electrical and Electronic Equipment (WEEE) Directive:** seeks to prevent waste from this waste stream and to promote collection, reuse and recycling. It also aims to improve the environmental performance of all operators involved in the life cycle of WEEE.
- **Integrated Pollution, Prevention and Control Directive:** seeks to prevent, reduce and eliminate pollution by prioritising efforts on the most significant industrial and agricultural activities. It also focuses on the prudent use of natural resources.
- **The European Directive [2006/21/EC] on the management of waste from the Extractive Industries (Mining Waste Directive):** provides for measures, procedures and guidance to prevent or reduce as far as possible any adverse effects on the environment, and any resultant risks to human health, brought about as a result of the management of waste from the extractive industries.

National Context (UK)

1.9 There is a requirement for Member States of the EU to transpose the European Directives into their own legislative frameworks. As noted above, the UK had already done this before it left the EU. The most relevant of these to Wales are as follows:

- **The Landfill (England and Wales) Regulations 2002** – banned the practice of co-disposing of hazardous and non-hazardous wastes in the same landfill;
- **The Hazardous Waste (England and Wales) Regulations 2005** and the **List of Wastes (Wales) Regulations 2005** – increased the number of wastes classified as

'hazardous' to include items such as waste televisions, computer monitors, fluorescent tubes and pesticides;

- **The Waste Management (England and Wales) Regulations 2006 – ‘The Agricultural Waste Regulations’** – prohibits unregulated burying and burning of agricultural waste on farms. Farmers now have to dispose of such wastes at licensed sites or apply to the EA for a licence (or register a licensing exemption) to continue on-farm disposal;
- **Pollution Prevention & Control (England and Wales) Regulations 2000** – covers the disposal of waste by landfill, and waste treatment and storage facilities.

National Context (Wales)

1.10 National Planning Guidance in respect of Waste Management is set out in Planning Policy Wales Edition 11 (February 2021) and supplemented by Technical Advice Note (TAN) 21: Waste (February 2014) and relevant Circulars. These documents adhere to the principles set out in the Welsh Government’s (WG) National Waste Strategy for Wales *Towards Zero Waste* published in June 2010, which in turn accords with the requirements of European legislation, most notably the Waste Framework Directive and the Landfill Directive.

Towards Zero Waste – The Overarching Waste Strategy Document for Wales, June 2010

1.11 This Strategy sets out a long term framework for waste management and resource efficiency, from now till 2050. There is a commitment to reduce Wales’ ecological footprint within a generation and proposals on how to reduce our impact on climate change. The zero waste approach aims to produce no waste in the long term by designing products and services that reduce or reuse waste as far as possible and the development of a local and highly skilled economy for waste management and resource efficiency.

1.12 Implementation of the new strategy will be carried out through individual sector plans. Each plan will describe the role of the sector, the Assembly Government and others in delivering the outcomes, targets and policies in *Towards Zero Waste*.

Collections, Infrastructure and Markets Sector Plan (CIMSP)

1.13 The CIMSP supports *Towards Zero Waste*, by detailing outcomes, policies and delivery actions for organisations, companies and individuals involved with the collection and management of waste resources, and the use of waste derived products. It forms part of the suite of documents that overall comprise the waste management plan/strategy for Wales in accordance with the plan making requirements enshrined in Wales and EU legislation.

1.14 The CIMSP was published in 2012 and was based upon data which has since been updated for certain types of waste stream. Data sources varied depending upon the waste stream under consideration. Industrial, commercial and construction and demolition waste data was all collected using surveys whereas data on local authority collected waste is provided on a quarterly basis directly by local authorities using the Waste Data Flow database.

1.15 The CIMSP used Industrial and Commercial waste data based upon a survey carried out in 2007. Since the publication of the CIMSP two further surveys have been undertaken, which provides data on commercial and industrial waste arisings and their management in 2012 and 2018. Data on Local Authority Collected Waste was obtained from the Waste Data Flow which compiles data provided by Local Authorities directly. The period to which the CIMSP data refers is 2009; data is now available for 2020/21. Construction and demolition waste data was based upon a survey carried out in 2005/06. Since then a subsequent survey has been undertaken which looks at wastes arising and managed in 2012, however, the two surveys are not directly comparable due to changes in definition of some wastes.

Planning Policy Wales (PPW) Edition 11 (February 2021)

1.16 The latest edition of PPW places an emphasis on making best use of material resources and promoting the circular economy. A circular economy is one which aims to keep materials, products and components in use for as long as possible. The principles of the circular economy represent a move away from the current linear model of make, use, dispose, towards the reuse, repair and recycle of wastes which arise during development. This is discussed further in section 4.5 below.

Technical Advice Note (TAN) 21 Waste (February 2014)

1.17 Article 16 of the Waste Framework Directive requires member states to establish an integrated and adequate network for the disposal of wastes, and for the recovery of mixed municipal wastes. TAN 21 requires that progress towards this is monitored to identify whether sufficient landfill capacity is being maintained; sufficient treatment capacity is being maintained; whether the spatial pattern of provision is appropriate to fill identified needs, and also whether any further action is needed by local planning authorities to address unforeseen issues. The CIMSP provides the strategic starting point for the monitoring.

1.18 TAN 21 advises that the upper threshold of the capacity ranges identified in the CIMSP (or any subsequent update) is likely to represent the point at which the extent of provision in a region is considered to be sufficient for recovery capacity. In the SW Wales region the capacity threshold is identified as: 34-327 thousand tonnes per annum. The variation is due to the level of uncertainty regarding volumes of residual waste requiring management.

1.19 TAN 21 advises that the level at which non-hazardous landfill void is sufficient within a region is 7 years. The length of time landfill void lasts will vary considerably as it will depend on a number of different factors such as engineering requirements, daily cover, compaction and rates of settlement and rates of deposition. Planning restrictions can also limit how much of a void is ultimately used as the life of a landfill permission is often limited by the use of condition. TAN 21 doesn't prescribe a methodology for determining the life of a landfill though the CIMSP estimates landfill life based upon a number of different scenarios depending upon residual waste arisings and diversion rates. The CIMSP estimated that under a worst case scenario landfill void in SW Wales would run out in 2020/21, and under a best case scenario void would last indefinitely.

1.20 TAN 21 requires planning applications for disposal, recovery or recycling facilities to be accompanied by a Waste Planning Assessment. The assessment is intended to help inform decisions regarding applications for waste management in light of the requirements of TAN 21.

Regional Context

The Mid and South West Wales Region

1.21 The need for a regional waste planning process to assist local authorities in Wales to plan for future waste management facilities and to assist in preparing development plans is set out in TAN 21.

1.22 TAN 21 established a requirement for each of the three regions in Wales (North, South East and South West) to prepare a Waste Planning Monitoring Report (WPMR) on an annual basis. In 2021 the 3 regions were re-organised in line with the 3 economic regions of Wales – North, Mid & South West, and South East. This re-aligning has resulted in the movement of Bridgend to the South East Wales Region, and Powys joining Carmarthenshire, Ceredigion, Pembrokeshire, Swansea, and Neath Port Talbot in the Mid & South West Wales Region. Central to the process of preparing the Report is the collection and analysis of information regarding the waste situation within each region.

1.23 Information on the waste situation within each region is required to monitor a region's waste arisings, recovery and disposal and to make forecasts of future arisings. The challenge of planning for waste management and resource recovery facilities must be undertaken with a sound information base. It is therefore important to have comprehensive, accurate, timely and consistent information.

1.24 Information on the region's waste management / resource recovery facilities is required in order to monitor implementation of *Towards Zero Waste* – both in terms of the facilities that are being planned for in local authority development plans and in terms of the facilities that are currently operating.

Waste Planning Monitoring Report (WPMR)

1.25 The principal role of the WPMR is to collate and present all available data to enable the effective monitoring of both the region's waste arisings and waste management facilities and to assess the region's performance against the targets set out in *Towards Zero Waste*.

1.26 The information and analysis presented in the reports is intended to provide a basis for local authorities and other organisations to take action on the waste arisings within each local authority area and by implication the region as a whole. The Reports also provide an information base to assist the waste management industry make key investment decisions.

1.27 The aims of WPMRs include the following:

- To collate and assess available data on all waste arisings in the region in order to monitor trends in past arisings and ultimately monitor performance against the targets set out in *Towards Zero Waste*;
- To collate and assess available data on landfill void with a view to predicting the remaining landfill capacity of the region;
- To collate and assess available data on the arisings and management of residual waste and comment on progress being made towards meeting targets regarding alternatives to landfill;
- To collate and assess information on the development of waste policies in Development Plans to monitor the implementation of the provisions of TAN 21 Waste;
- To collate information on current local authority waste management / resource recovery schemes and future procurement;
- To identify any data gaps that exist;
- To provide recommendations that can be carried forward and utilised in the production of future WPMRs.

Local Policy Context

The Carmarthenshire Local Development Plan (2014-2021)

1.28 The planning policies in respect of waste management in Carmarthenshire are set out in the Carmarthenshire Local Development Plan (LDP). The LDP was adopted in December 2014, and the policies and proposals contained within this current Plan have contributed towards providing a useful base from which to develop the issues, policies and proposals as part of the preparatory work for the Revised Deposit LDP. The Plan contains three waste policies - one strategic policy and two topic specific policies. In summary:

Policy SP12-Waste Management – strategic policy, part criteria based/part site specific, based on the waste hierarchy and favouring the siting of certain types of waste facility on allocated B2 employment sites;

Policy WPP1-Nantycaws Waste Management Facility – topic specific policy favouring the continued use of a longstanding site for a range of waste management uses;

Policy WPP2-Waste Management Facilities Outside Development Limits – topic specific policy catering for potential facilities to be located in areas not covered by policies SP12 and WPP1

LDP Monitoring

1.29 The Authority published its sixth Annual Monitoring Report in October 2022. Following the removal of waste as a core indicator at the national level, the LDP has only one monitoring target for waste (concerning the production of an SPG on Nantycaws Waste Facility). The AMR stresses, however, that the need for this SPG has been superseded by evidence contained within the Mid & SW Wales [Regional] Waste Planning Monitoring Reports (WPMRs). Future monitoring at the LDP level will be in accordance with national policy namely PPW and TAN 21, together with future evidence and recommendations contained within subsequent WPMRs. Details of take up of land on B2 employment sites is monitored on a monthly basis and is set out in an annual Employment Land Review which is published every October alongside the AMR. Details of new applications/permissions for waste facilities (whether on B2 sites or not) are monitored as part of this ongoing process (see appendix 2, below).

LDP Review

1.30 On the 10th January 2018, the County Council resolved to prepare a revised LDP for Carmarthenshire. An invitation for candidate sites commenced in February 2018 and closed on 29th August 2018, and the consultation on the Draft Preferred Strategy closed on 8th February 2019.

The Revised Carmarthenshire Local Development Plan Pre-Deposit Preferred Strategy

1.31 The Draft Pre-Deposit Preferred Strategy was published for consultation in November 2018. It sets out one strategic policy in respect of waste; this will be supplemented by the detailed policies and proposals to be formulated as part of the Revised Deposit LDP (which is being prepared alongside this topic paper). This will allow for the further assimilation of up-to-date information and evidence as the plan making process progresses.

Deposit Revised LDP

1.32 The Deposit Revised LDP was originally published for consultation in 2020. However due to the Covid-19 pandemic, and interim planning guidance by Natural Resources Wales on addressing phosphate levels in Riverine Special Areas of Conservation, delays have resulted and it has been necessary to commence work on producing a second Deposit LDP. The second Deposit LDP will incorporate previously agreed Focussed Changes (where they remain relevant). It will also reflect and respond to Covid-19 recovery, the net zero carbon and decarbonisation agenda, new Technical Advice Note 15 / Revised Flood Maps, and Future Wales: The National Plan 2040.

1.33 A new timetable was submitted to, and approved by, the Welsh Government in 2022. It is anticipated that the Second Deposit LDP will be published for public consultation in January 2023.

1.34 The Second Deposit Revised LDP includes 4 new policies relating to waste, taking on board the latest national policy guidelines set out within Planning Policy Wales (PPW),

particularly in relation to promoting the circular economy and ensuring that placemaking principles are incorporated into the plan. In summary:

Strategic Policy - SP 19: Sustainable Waste Management - strategic policy, part criteria / part site specific, centred upon the waste hierarchy and the principles of proximity and self-sufficiency, and favouring the siting of certain types of waste facility on allocated B2 employment sites;

WM1 Sustainable Waste Management and New Development – requires that new development proposals must make provision for the minimisation and recycling of waste within their design;

WM2: Landfill Proposals – acknowledges that there will still be a need for landfill at a regional level and that individual authorities should make provision in their LDPs to accommodate should the need arise;

WM3: Agricultural Land - Disposal of Inert Waste – enables the deposit of inert waste materials to improve agricultural land, provided that the operation meets certain criteria, including being categorised as a ‘recovery operation’.

2.0 Waste Management within Carmarthenshire – the local position

Waste Streams

2.1 As Waste Planning Authority, Carmarthenshire County Council is responsible for matters relating to land use planning pertaining to the following types of controlled wastes:

Local Authority Collected Waste (LACW);
Industrial & Commercial Waste (I&C);
Construction & Demolition Waste (C&D);
Agricultural Waste; and
Hazardous Waste.

2.2 The regulation and monitoring of waste management procedures and sites is shared between the Environment Agency and Carmarthenshire County Council as Waste Planning Authority. The Agency has responsibility for standards of operation at sites, and their potential to cause pollution of the environment. The Waste Planning Authority is responsible for regulating matters such as land use, loss of amenity, traffic movements, time limits for operations, final ground profiles, restoration, after-care and after-use of sites etc, through both its planning policy and development control functions.

2.3 PPW 11 stresses that effective engagement with local authority waste managers will be a necessary component waste planning. The information set out within paragraphs 2.23-2.53 below has been provided by the Council’s Waste Management Team.

2.4 The LDP will need to ensure that it makes provision for any new requirements, and for this a close dialogue will be maintained with the municipal waste officers during preparation of the Revised LDP. For example, the LDP will need to make adequate provision for facilities which encourage the movement of waste up the waste hierarchy and

therefore should be sufficiently supportive of bring sites, civic amenity facilities, waste transfer stations and MRFs.

Local Authority Collected Waste (LACW)

2.5 LACW consists mainly of household waste and other wastes collected by the Waste Collection Authority (Carmarthenshire County Council) including municipal parks and gardens waste, beach cleansing waste, some commercial and industrial waste and waste resulting from fly-tipping. Household waste includes waste from household collections (including hazardous household waste and garden waste), waste from civic amenity sites and from bring and kerbside recycling schemes, street sweepings, bulky waste collection and litter collection.

2.6 As Municipal Waste Authority, Carmarthenshire County Council is responsible for managing safely all LACW within the County and also for meeting the targets for waste reduction and recycling set out in *Towards Zero Waste*.

2.7 LACW within Carmarthenshire is covered in greater detail in paragraph 2.21, below.

Industrial and Commercial (I & C) waste

2.8 Industrial waste is waste from any factory or industrial process (excluding mines and quarries). Commercial waste is waste arising from premises used wholly or mainly for trade, business, sport, recreation or entertainment, excluding LACW and Industrial Waste.

2.9 Most industry in Carmarthenshire is located in the south east of the County with the major waste producer being Corus in Llanelli. However, there is limited data covering this waste stream, with no continued annual data source. The last Study into I&C waste was carried out on behalf of Natural Resources Wales (NRW) in 2018, and published in 2020..

2.10 The 2018 Study covered data by region rather than down to a local authority level. The report highlighted that, when compared to the earlier Study on I&C waste carried out in 2012, at the all-Wales level there was a statistically significant change in the total I&C waste generated in Wales, however this overall decrease was not sufficient to meet the reduction targets in *Towards Zero Waste*. The results were inconclusive as to whether the increase in the quantity of waste prepared for reuse, recycled and composted by the Industrial and Commercial sectors combined in 2018 was statistically significant compared to 2012. However, the survey results indicated that the reduction in the quantity of waste sent to Landfill by the Industrial and Commercial sectors combined was statistically significant compared to 2012 and therefore a reduction had occurred, and the *Towards Zero Waste* target for 2019/20 had been met.

Construction and Demolition Waste (C&D)

2.11 C&D Waste is waste arising from the construction, repair, maintenance and demolition of buildings and structures, including roads. It consists mostly of brick, concrete, hardcore, subsoil and topsoil, but it can also contain quantities of timber, metal and plastics.

2.12 There are no reliable figures for Carmarthenshire and it is difficult to estimate tonnages. Carmarthenshire has a large urban area around Llanelli and the Amman valley

where many construction projects do take place. As part of the Council's own operations, mobile crushers and screens are used frequently in the Glanaman depot in order to reuse kerbstone material on footpaths and other activities that do not require high specification road material. Small quantities of C & D waste is taken from householders at all of the Council's Household Waste Recycling centres, whilst large quantities of household and trade C & D are accepted at several transfer stations.

2.13 As with the case of I&C waste, detailed above, data on C&D waste is not kept annually. Studies have been undertaken on an intermittent basis, the most recent being the survey of C&D waste generated in Wales for the 2012 calendar year undertaken by Natural Resources Wales (NRW) on behalf of the Welsh Government (WG).

2.14 The 2012 Study covered data by region rather than down to a local authority level. The preparation for re-use, recycling and other material recovery rate for the C&D waste generated in the SW Wales region was 67% in 2012. This is comparable with the WG targets to increase preparation for re-use, recycling and other material recovery to a minimum of 70% by 2015/16 and 90% by 2019/20. So while the results indicated that the C&D sector was on course towards meeting these targets, the lack of data since 2012 prevents more recent comparisons.

Agricultural Waste

2.15 Agricultural Waste is waste produced at agricultural premises as a result of an agricultural activity. New agricultural waste regulations came into force in 2006. All agricultural waste with the exception of manure and slurry (when used as a fertiliser) is covered by this regulation.

2.16 Carmarthenshire has a very large rural hinterland, however there is limited accurate data (locally or indeed nationally) for the quantities and types of agricultural waste produced, their disposal, re-use or recycling. This presents a barrier for identifying appropriate targets for the sector to meet *Towards Zero Waste* commitments and to develop actions for the sector. Consequently, it is not possible to give an estimate of the overall reuse, recycling, energy recovery or landfill rates.

2.17 Notwithstanding the lack of data on agricultural waste, it is worth noting that a new project is underway within Carmarthenshire that is aimed at reducing farm waste. Driving the project are Coleg Sir Gâr's Gelli Aur agricultural campus and Power & Water, a Swansea based company specialising in electrochemical-based water treatments. The project has received funding from the Welsh Government, and will apply innovative and proven concept technology to reduce air and water pollution to reduce the overall volume of slurry by up to 80%.

Hazardous Waste

2.18 Hazardous Waste encompasses a wide range of waste materials that present different levels of risk to human health and the environment. In July 2004 the Landfill (England and Wales) Regulations banned the practice of co-disposing of hazardous and non-hazardous wastes in the same landfill and introduced a requirement to pre-treat hazardous waste prior to landfill. In 2005 the Hazardous Waste (England and Wales) Regulations and the List of Wastes (Wales) Regulations set out an increased number of

wastes classified as 'hazardous', including computer monitors, televisions and some other waste electrical and electronic equipment, fluorescent tubes, and pesticides.

Table 1 below sets out the volumes of hazardous waste arisings in Carmarthenshire between 2012 and 2020.

Table 1. Hazardous waste arisings in Carmarthenshire

	2012	2013	2014	2015	2016	2017	2018	2019	2020
Hazardous Waste (Tonnes)	11,316	13,111	11,194	11,422	12,716	14,908	15,337	9,673	19,729

Source: WPMR for Mid & South West Wales 2022

2.19 The amount of hazardous waste produced in Carmarthenshire (as with the Mid & SW Wales region as a whole) has remained fairly consistent over recent years, with some fluctuations. In terms of managing this waste, a report produced as evidence for the CIMSP in 2009 found that Wales is well served by facilities for the collection and temporary storage of hazardous waste materials – 168 facilities, and that the Country is also well served with a range of chemical, physical and physico-chemical treatment plant with a combined capacity of around 1.8 million tonnes.

2.20 More recently, the WPMR for Mid & SW Wales (2022) reported that the movement of hazardous waste from SW Wales to England in the last 8 years has been fairly consistent, while there was an overall reduction in the amount of hazardous waste from Wales going to landfills in England between 2013 and 2020 (there are no Hazardous Waste Landfills in Wales).

Local Authority Collected Waste (LACW) arisings and management in Carmarthenshire – the current position

Table 2 sets out the total LACW arisings for Carmarthenshire 2010-2018, and shows what percentage of these arisings were recycled and composted.

Table 2. Total LACW arisings in Carmarthenshire and percentages recycled and composted 2013/14 – 2020/21

	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21
Total LACW arisings (Tonnes)	77,247	77,824	78,540	83,756	86,362	88,922	78,174	77,928
% LACW Recycled & Composted	55.7	59.6	63.5	66.2	63.6	58.9	64.7	66.3

Source: Stats Wales

2.21 The data shows that there has been a steady increase in recycling and composting rates over the years. There was a small drop in the overall recycling rate in the 2017/18 and 2018/19 periods, however, the Authority met the 64% target for 2019/20 (set out in *Towards Zero Waste*) - which they had also exceeded in 2016/17 also.

2.22 CWM Environmental Ltd, a teckal company to the local authority is responsible for the recycling, treatment and disposal of municipal waste collected within the County.

Waste Service Profile

2.23 The Waste Section is based in Carmarthen and led by Head of Waste and Environmental Services and comprising of four sections, Waste Strategy & Policy, Waste Refuse Operational, Cleansing and Grounds Maintenance and Waste Enforcement.

2.24 The Council provides a weekly kerbside collection of food waste combined with alternate weekly kerbside collections of black bag residual waste and blue bag co-mingled recycled materials. The vehicles in the fleet primarily collect dual streams for kerbside collections. Food waste is collected in pods separated from the residual or recycling bags.

2.25 The Council's Waste Collection Vehicles deposit waste collected on their daily rounds at the following depot/bulking up points:

Carmarthen – Nantycaws facility

Llanelli – Trostre facility

Ammanford – Wernddu facility

Plot 15 (Glass only)– Trostre Industrial Estate

Kerbside Recycling and Residual Collection

2.26 The Council operate an unlimited comingled blue bag recycling service, collected on alternate weeks with food waste collections weekly and residual black bag every fortnight with an allowance of three black bags per collection. For those that require exemptions i.e., children in nappies, families of six or more and special circumstances, residents must apply via an online form and submit an application that is processed and authorised, which allows for the use of up to three additional black bags that must have an exemption sticker to identify the additional bags and of which a maximum of up to six bags can be presented. CWM Environmental Ltd is a Teckal company and owned by Carmarthenshire County Council. They bale materials for reprocessing, with the County's residual waste being sent to energy from waste (EFW) facilities in Europe & UK and a small amount being landfilled at Trecatti and/ or Pwllfawatkin. The blue bag recycling materials are currently transferred to various sorting facilities in the UK and sold onto reprocessing plants in the UK, European and Non-European countries.

2.27 During September 2021 and until the end of March 2022 all households in Carmarthenshire will have received a delivery of three rolls of blue recycling bags. This equates to 156 bags, an average of six bags per collection week. As the number of blue bags that can be presented is unlimited, residents can visit designated collection points to obtain more blue bags. The annual delivery provides a more accessible service, with bags being delivered to households rather than residents having to collect. This enables the resident to recycle more and reduce the residual black bag waste. The Council has 17 outlets which stock blue bags and which are listed on the authority's website. Positioning the outlets in venues such as shops allows for residents to obtain more if required whilst undertaking their grocery shop and in line with the government guidelines. Additional provisions are also supplied by the delivery service to assist those that were housebound or shielding.

Household food waste collection

2.28 Residents are supplied with a free 5 litre brown kitchen caddy and 23 litre green kerbside bin for the weekly collection of food. Free replacement containers are supplied on request. In narrow access locations a 'survival' starch liner for the 23-litre green kerbside bin is supplied free of charge to allow for a co-mingled collection on a 3.5t cage vehicle. Households serviced by the 3.5t cage vehicle also receive a years supply of the larger 30 litre and smaller 7 litre compostable liners along with blue bags. The 7 litre liners are delivered like the recycling bags in a pack of three rolls comprising of 156 bags, averaging at a provision of around three per week. Householders who also receive the 30 litre liners receive two rolls comprising of 52 bags. Additional liners can be obtained at outlets and via our delivery service that issue out to individual households when required.

2.29 Food waste is delivered to either Wernddu, Trostre and Nantycaws. Wernddu and Trostre are bulking facilities and the food is then hauled to CWM Environmental at the Nantycaws site, from where it is transferred off-site to Agrivert Anaerobic Digestion plants, based in Bridgend, Wallingford and Cassington.

Household garden waste collection

2.30 The Council operates a fortnightly, chargeable garden waste bin service. 2021 season saw another increase in garden waste customers because of the ongoing restrictions with the Coronavirus pandemic, however this was mitigated to some extent by the opening of the HWRCs and disposal of green waste at these facilities. Garden waste customers have subscribed to purchase the hire of one or more 240 litre garden waste bin for the season.

2.31 Households continue to be encouraged to home compost by purchasing a compost bin for £12 or alternatively take the garden waste to their local HWRC where possible. The garden waste is processed at Nantycaws via CWM Environmental's composting windrow and bagged into Merlin Magic compost or soil conditioner.

Household Offensive & Clinical Waste Collection

2.32 The Council provides a kerbside collection of hygiene waste (Category E) to approximately 1,800 residents throughout the County. Residents have to subscribe to this free of charge service, which is treated at the Nappicycle facility in Capel Hendre. A recycling rate of over 50% is achieved mainly through recovered cellulose fibres and liquids. The remainder is sent as refuse derived fuel to energy from waste plants in Europe.

2.33 Clinical waste collections (Categories A-D) are provided by the local NHS service, which is contracted to Natural UK, located at the same premises as Nappicycle

Household bulky waste collection

2.34 Our household bulky waste collection staff collect up to three items of furniture or WEEE from resident's homes for a fee (currently £25). Residents can arrange a collection through contacting Carmarthenshire Direct, Contact Centre Team on their requirements or through the website. Upon receipt of payment, residents are given a collection date through the electronic booking system.

2.35 As a first option Carmarthenshire Direct inform residents of charitable organisations that can provide a collection service free of charge or a reduced fee in order that items can be re-used in accordance with the waste hierarchy. Re use organisations are also listed on the bulky waste section of the waste/ recycling webpages.

2.36 They also service the 15 small WEEE banks situated in a proportion of the County's bring sites where the Small domestic appliances (SDA) once collected are sent for processing as part of a regional WEEE contract via ERP. The contract is overseen by the CLAIRE Wales Regional Group.

Trade waste collection

2.37 CWM Environmental Ltd collects trade waste and also arranges the administration. The Council no longer provides a trade waste service in house but will assist any commercial premises on advice and support for commercial waste disposal in obtaining agreements as per Environmental Protection Act 1990 guidance.

Household Waste Recycling Centres (HWRCs)

2.38 Cwm Environmental Ltd, on behalf of Carmarthenshire County Council operate 4 HWRCs within the County.

2.39 Currently the four sites are operating on a combined recycling performance of 75%. All sites offer the typical suite of separated recycling provision common to HWRCs. Cement bonded asbestos and plasterboard are also accepted but in limited quantities

2.40 A charge is made for gas bottles, fire extinguishers and tyres – Wernddu does not accept fire extinguishers or gas bottles.

2.41 Larger quantities of plasterboard and cement bonded asbestos are taken over the weighbridge at Nantycaws and the resident charged an appropriate disposal fee. Identification checks, permits for certain vehicles and black bag sorting on the sites have all proven to be a positive initiative implemented at the beginning of 2019 to encourage further recycling of domestic waste and in county usage of the HWRC sites.

Existing Waste Management Sites

2.42 Table 3 below sets out the existing waste management sites within Carmarthenshire used by the Local Authority for the management of municipal solid waste (MSW).

Table 3. Existing sites within Carmarthenshire used by the Local Authority for the management of MSW

Name / Location	Description
Whitland Household Waste Recycling Centre (HWRC)	A small, single level HWRC on the outskirts of the village of St Clears. Operated by Cwm Environmental Ltd
Nantycaws HWRC, Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	A large dual level HWRC located a few miles outside of Carmarthen town and operated by Cwm Environmental Ltd
Nantycaws IVC and windrow composting plant Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	Separately sited IVC and wind row composing unit adjacent to the HWRC and operated by Cwm Environmental Ltd The IVC is currently non -operational and used as a transfer station facility for food which goes to an AD plant, namely Agrivert, in Wallingford and Cassington.
Nantycaws non-hazardous landfill Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	Operated by Cwm Environmental Ltd – landfill can take all non hazardous waste from the local authority and private contractors. Site is currently non-operational.
Nantycaws Materials Recycling Facility, Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	Operated by Cwm Environmental Ltd This facility is not in operation due to a previous fire and the land is now used as bulking for transport of DMR for processing.
Wernddu HWRC Trapp Road, Wernddu, Ammanford SA18 9RY	A small, single level HWRC in an isolated location operated by Cwm Environmental Ltd
Wernddu Transfer Station Trapp Road, Wernddu, Ammanford SA18 9RY	A household, commercial & industrial waste transfer station on the outskirts of Ammanford and operated by Cwm Environmental Ltd. The site is used for the processing and storage of waste and recyclables collected within the Ammanford & Glanamau areas.
Trostre HWRC Trostre Industrial Estate, Llanelli SA14 9UU	A single level HWRC attached to the adjacent Transfer Station operated by Cwm Environmental Ltd
Trostre Transfer Station Trostre Industrial Estate, Llanelli, SA14 9UU	A Household, Commercial & Industrial waste transfer station on the outskirts of Llanelli and operated by Cwm Environmental Ltd. The site is used for the processing and storage of waste and recyclables collected within the Llanelli area.
Glanaman depot	A transport operating centre and council depot owned and operated by the Council located in Glanamau.
Cillefwr depot	A transport operating centre and council depot owned and operated by the Council located on the outskirts of Carmarthen.
Trostre Highways Depot (2 separate sites)	A transport operating centre and council depot owned and operated by the Council located at two locations on the outskirts of Llanelli.
Plot 15, South Avenue Trostre Industrial Estate Llanelli SA14 9UU	Exempted site for Glass bulking and storage facility for waste receptacles.
Eto 31 Stepney Road Llanelli SA15 3YB	A shop in the main shopping area of Llanelli selling refurbished items for reuse from the HWRC donation stations

Canolfan Eto Nantycaws Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	A reuse and repair village adjacent to the HWRC. Selling refurbished items for reuse from the HWRC donation stations. Also the site of an education centre for use by schools and community groups
Nantycaws Commercial Recycling Centre Llandarrog Road, Nantycaws, Carmarthen SA32 8BG	Located on the lower level, beneath the HWRC to provide recycling for the commercial sector in line with upcoming legislation for commercial premises to segregate their waste.
Heol Stanllyd depot Unit 24A Heol Stanllyd Cross Hands Llanelli SA14 6RB	Depot leased for five years (with 2 year break clause) to be used as an additional fleet depot for waste services as part of the Waste Changes and a storage facility for waste receptacles

Inert waste

2.43 There are several inert waste treatment facilities within the County. For example, the facility at Dafen, Llanelli can handle 20,000 tonnes and that at Capel Hendre 25,000 tonnes. Further facilities are planned, with planning permissions having been granted on sites in Trostre, and Cwmgwili.

Community Recycling Bring Sites

2.44 Carmarthenshire currently operates 121 community recycling bring sites across the County. A review of the bring sites in 2020/2021 led to paper and can banks being removed from the community recycling sites since these could be placed into the kerbside collection blue recycling bags on a fortnightly basis. Sites can vary in the recycling streams they offer such as glass, WEEE, media and textiles. Glass bank provision were enhanced at sites which have a high tonnage collected from site each week to meet requirements within the local communities. The glass is collected by the Council's in-house collection teams i.e. dedicated collection vehicles 2 x 3 compartment vehicles, 1 x hook lift lorry and WEEE bring banks are collected by our Bulky Waste Collection Teams. Materials are delivered to, Trostre/Wernddu HWRCs and Transfer Stations with glass to the Council's own bulking site at Plot 15, Trostre Industrial Estate. The glass is hauled by the Council who have a contract with Recresco in Cwmbran.

Education & Awareness

2.45 Within the Waste Section the Education and Awareness Team offer support and advice to the public about the combined recycling and food waste scheme.

2.46 Community Recycling Advisors work within the community to assist residents with accessing the resource and information required for them to contribute fully to the kerbside recycling scheme and support with any further recycling concerns they may have. Behavioural change techniques are used to encourage neighbours to partake like those on the same street/ in the community to recycle as much of their waste as possible. Identification work is also carried out through monitoring and analysis of tonnage data to pinpoint areas that require additional information and support to utilise the kerbside

recycling scheme. Any common themes from surveys etc is used to form part of the processes moving forward to ensure that recycling is as easy as possible for all to contribute. This service has been suspended for a time because of limited public engagement due to the coronavirus pandemic. The service is starting to resume with targeted behavioural change initiatives.

2.47 Social media is used alongside the Local Authority website to inform residents of changes to collection during Christmas and Bank Holiday collections, bad weather delays and to promote recycling events and press releases. Our website promotes all services offered by the Waste Collection Section and many services can be requested, reported or pre-paid on-line. A comprehensive A-Z of recycling and additional waste minimisation function 'Go the extra mile' has been developed to encourage residents to recycle all that they can and encourage reduction of waste in the first instance. This has been one of the Council's main tools to communicate with residents around the changes resulting from the pandemic during 2020 and which may have had an impact on changes to waste services.

Biodegradable Municipal Waste

2.48 In terms of diverting biodegradable municipal waste (BMW) away from landfill, Carmarthenshire is already achieving targets well below the maximum permitted quota set out in the Landfill Allowance Scheme for Carmarthenshire – see Table 5 below.

Table 4. Landfill allowances for Carmarthenshire 2013 to 2020 compared with actual tonnages of biodegradable municipal waste sent to landfill

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Landfill Allowance Maximum (Tonnes)	24,228	23,151	22,074	20,997	19,920	18,844	17,767
Actual BMW to landfill (Tonnes)	17,681	7,175	2,278	2,388	11,263	12,822	5,295

Source: NRW, Report on the Landfill Allowances Scheme (LAS) Wales 2019/20 & Register of the Landfill Allowances Scheme (LAS in Wales, 2004 onwards).

Future Developments

2.49 The Authority is still working closely with WRAP Cymru on the collaborative Change Programme to understand the operation /collections disposal and treatment aspects of Carmarthenshire's upcoming service change. This will take into consideration infrastructure and vehicle requirements, Net Zero Carbon pledge as well as striving towards the WG Beyond Recycling and Circular Economy strategy for future generations and will result in allowing the authority to plan for the service change in part by 2022 and further in 2024 when the current fleet of refuse/ recycling vehicles reach end of service. Glass collections at kerbside will commence in Autumn 2022, initially three weekly along with three weekly collection of residual waste. Blue recycling collections will commence weekly in line with weekly food waste. In 2024/25 the WG blueprint of kerbside sort will commence with the weekly separate collection of all recyclable commodities. At this point glass collections will also revert to weekly collections.

2.50 In collaboration with following 2019/2020 Welsh Government capital funding round, the hygiene waste collection, which was originally contracted out, was brought in house in

2021 with a view to the kerbside collection of nappy waste being added in the Spring of 2022. The grant has allowed the purchase of four AHP vehicles and work in setting up IT application services and new treatment contracts are being finalised for the Council to take on the collections in house. This will be a service in which residents that require collection of hygiene waste products and children's nappies (superseding exemption sticker process for additional black bag allowance) can apply and receive a collection free of charge. Purple bags will be issued for the service and the collections will be made fortnightly. The waste product will be collected by the Authority and transported to Nappy Cycle in Capel Hendre to be processed and whereby a percentage of the product can be recycled as opposed to processing via an energy from waste process.

2.51 An overview after the fourth year of the garden waste service has taken place and an additional fourth vehicle has been implemented for the start of 2021/2022 season. This will allow further expansion of the service allowing more customers to subscribe and join the payable service. Resulting in additional diversion of Biodegradable Municipal waste from landfill to meet targets and enhance the compostable material contribution to the percentage recyclable targets.

2.52 A recent Welsh Government Circular Economy grant and successful bids has allowed Carmarthenshire to start on our repair and reuse journey. The Council will see a reuse development at Nantycaws site, in the Spring of 2022, whereby residents will be able to donate waste goods usually deposited at the Recycling Centres that could be salvaged and find a new home elsewhere. This move is to ensure that all products that can be recycled will have a reuse opportunity, reducing waste tonnages through repair and reuse. The centre at Nantycaws will also have an education centre and workshops will be held to promote repair and reuse within the community as the preferred method prior to recycling and disposal in line with the waste hierarchy. The Council has also opened a reuse shop in Llanelli town centre in February which will allow people to purchase items at an affordable price whilst reusing an item that in the past would have been thrown away.

2.53 There are also plans to develop a commercial waste recycling facility at Nantycaws in Summer 2022. Focussed on providing an outlet to the business sector of Carmarthenshire for the recycling and re-use of their waste by sorting and segregation of waste to the appropriate recycling recovery markets for use in the creation of sustainable products working towards the circular economy ambitions of Welsh Government. Thus, to significantly increase recycling capture from the business sector and enable business within the community to take collective action. In providing this facility, the Council seeks to create the conditions for businesses to seize the opportunities to recycle and re-use more of their waste to reduce their carbon footprint and become more resource efficient. This will enable local businesses to save money on disposal costs to become more resilient and achieve positive environmental outcomes.

3.0 Carmarthenshire County Council's role as Waste Planning Authority

3.1 TAN 21 places particular emphasis on the requirement for Local Development Plans to contain policies regarding suitable locations for waste management facilities. Authorities across the Mid & South West Wales region have developed a mixture of criteria based and site specific policies in their LDPs. In particular, and in line with the Policy Clarification Note issued by the WG on 28th May 2004, there is a common approach in

relation to the permitting of certain types of waste management facility within sites listed for B2 employment use.

3.2 Formerly it was the Spatial Strategy in the Regional Waste Plans (RWP) that specified the approximate locations or type of location of new facilities in each region. In addition, the RWP also presented the apportionment of infrastructure to individual authorities. However whilst the RWP have now been superseded and local planning authorities are not required to specifically quantify the amount of separate future provision likely to be needed for waste facilities, TAN 21 still requires that local development plans should indicate where suitable and appropriate sites exist for the provision of all types of waste management facilities.

Identifying land for waste management purposes

3.3 Formerly the RWP made a distinction between those facilities considered to be ‘in-building’ and those considered to be ‘open-air’. This useful guide is set out in the figure below:

Figure 1. Typical ‘In-Building’ and ‘Open-air’ facilities

In-Building	Open-Air
Transfer Station	Civic Amenity
In-Vessel Composting	Open-Windrow Composting
Pyrolysis	C&D Exemption
Dirty MRF	C&D Recycling
Gasification	Non-Hazardous Waste Landfill
Incinerator	Hazardous Waste Landfill
MBT	Inert Waste Landfill
Autoclave	

Source: RWP 1st Review, 2008

3.4 Potential land for in-building waste facilities is set out in Table 6 of the current Carmarthenshire LDP (reproduced in table 5 below). Sites which offer the potential to accommodate In-Building Waste Management Facilities are identified with a “1” next to the site name. A footnote to the table highlights that:

a notional total figure of 31.7 ha of land is potentially available on these sites. Added to this figure is the potential capacity available at Nantycaws Waste Management Site, as well as possible land that may become available on existing employment, waste and other non-allocated sites during the Plan period.

Table 5 Employment Land Allocations (current adopted LDP)

LDP Ref	Site Name	Location	Use Class	Ha
Growth Areas				
GA1/E1	Cillefwr Industrial Estate ¹	Carmarthen	B1,B2,B8	4.38
GA1/MU1	West Carmarthen	Carmarthen	B1,B2,B8	5.45
GA1/MU2	Pibwrlwyd	Carmarthen	B1,B2,B8	15.50
GA2/MU9	Delta Lakes	Llanelli	B1	9.78

GA2/E1	Dafen ¹	Llanelli	B1,B2,B8	22.80
GA3/E1	Cross Hands Business Park	Ammanford/ Cross Hands	B1,B2,B8	0.79
GA3/E2	Meadows Road, Cross Hands	Ammanford/ Cross Hands	B1,B2,B8	1.16
GA3/E3	Parc Menter, Cross Hands	Ammanford/ Cross Hands	B1,B2,B8	1.04
GA3/E7	Cross Hands East	Ammanford/ Cross Hands	B1,B8	9.22
GA3/E8	Cross Hands West Food Park	Ammanford/ Cross Hands	B1,B2,B8	8.91
GA3/E10	Capel Hendre Industrial Estate, Capel Hendre	Ammanford/ Cross Hands	B1,B2,B8	4.05
GA3/E11	Parc Hendre, Capel Hendre ¹	Ammanford/ Cross Hands	B1,B2,B8	11.73
GA3/E12	Heol Ddu, Tycroes ²	Ammanford/ Cross Hands	B1,B8	0.34
Total				95.15

LDP Ref	Site Name	Location	Use Class	Ha
Tier 2-4 Settlements				
T2/1/E1	Dyfatty	Burry Port	B1,B2,B8	3.28
T2/2/E1	Beechwood Industrial Estate	Rhosmaen/ Llandeilo	B1,B2,B8	2.33
T2/4/E1	Sunny Bank	Newcastle Emlyn	B1	1
T2/5/E1	Land adjacent Station Yard	St Clears	B1,B8	0.33
T2/5/E2	Land adjacent A40	St Clears	B1,B8	1.23
T2/5/MU1	Old Butter Factory	St Clears	B1,B8	0.36
T2/6/E1	West Street	Whitland	B1,B8	0.27
T2/6/E2	Whitland Industrial Estate	Whitland	B1,B8	1.07
T2/6/E3	Whitland Creamery	Whitland	B1,B8	1.7
T3/8/E1	Land east of Station Road	Glanamman/ Garnant	B1	0.7
T3/11/E1	Old Foundry	Llanybydder	B1,B8	0.51
SC34/E1	Pantyrhodyn Industrial Estate	Cilyrychen	B1,B2,B8	1.5
SC34/E2	Cilyrychen Industrial Estate (north)	Cilyrychen	B1,B2,B8	1.7
Total				15.98
Total (all sites)				111.13

3.5 As part of the preparation for the Revised Deposit LDP, various sources of evidence were used to carry out an up to date assessment of suitable land with the potential to accommodate waste management operations. The evidence included the following:

- LDP Annual Monitoring Reports;
- LDP Annual Employment Land Reviews;
- Larger than Local Employment Land Review

- Site Visits

3.6 The LDP annual monitoring reports identify take up (planning permission granted and [where applicable] commencement of operations) on allocated employment land within the Plan over a 12 month period from April 1 to March 31 the following year. A greater level of detail is provided by the annual employment land review which is published alongside the AMR and which in addition also identifies take up (and changes of use) on existing employment sites, as well as take up employment related operations on other sites. Where planning applications and permissions relating to waste management are identified, these are noted and recorded (see appendix 2, below).

3.7 More recently a Larger than Local Employment Land Study was commissioned jointly by Carmarthenshire and Pembrokeshire County Councils (and the National Parks covered by those authorities) as part of the evidence for their Revised LDPs. This study focussed on the linkages between the authorities, establishing ways of working together, as well as carrying out an audit of potential sites for allocation in the respective LDPs based on economic forecasts, and calculations of floorspace and site area requirements.

3.8 The evidence referred to above was utilised in the interpretation of the required amount of employment land to be allocated in the Deposit Revised LDP. This has resulted in a reduced total employment allocation figure of 71ha. The full list of employment allocations can be viewed in Policy EME3 in the Deposit Revised Plan. From the sites identified, those B2 sites with the potential to accommodate in-building waste management facilities were considered. In terms of allocated B2 employment land, the Deposit Revised LDP contains a provision of c.20-30ha (excluding existing B2 sites). Additional potential land capacity exists at the Nantycaws Waste Management Site and this been identified on the Deposit Revised LDP Proposals Map. Further potential might exist at other waste sites within the County listed in appendix 1 (in terms of potential expansion or change of use) dependent upon individual circumstances.

3.9 The current importance of Nantycaws as a site for multiple waste management operations is reflected in the current Carmarthenshire LDP which contains a specific policy safeguarding this waste management site.

Nantycaws – the current position

3.10 Current operations at the site include:

- Windrow Composting,
- In Vessel Composting (IVC),
- Civic Amenity Site,
- Landfill Site (Non Hazardous),
- Landfill Gas Burner (electricity produced sold to the grid),
- Materials Reclamation Facility (MRF)

3.11 In terms of Biodegradable Municipal Waste (BMW), the IVC plant is not currently operational and the County's food waste is transferred to Anaerobic Digestion (AD) facilities outside of the County. Planning permission for an AD facility at the site was granted in 2015, and this might be an option for the future.

3.12 In the Deposit Revised LDP, Nantycaws is identified as a Regeneration and Mixed Use Site under Policy SG1. As well as currently being utilised for the sustainable management of waste, the site offers the potential for further waste operations as well as related employment-based activities.

Summing up

3.13 It must be noted that whilst the LDP can identify the locations that it feels would be appropriate for waste facilities, it would be the municipal waste authority or the waste management industry that would ultimately come forward with proposals on these sites. The process is therefore largely market led. In addition to the sites that will be allocated in the Revised LDP, the waste industry might in the future come forward with alternative suggestions on sites that have not been allocated. In these instances, the suitability of such sites will be assessed on their individual merits and in relation to all relevant policies contained within the Revised LDP.

4.0 Key Issues addressed in the Waste Planning Monitoring Report (WPMR) for Mid & SW Wales

Landfill voidspace

4.1 The Welsh Government has a long term aim of eliminating landfilling as far as possible. *Towards Zero Waste* sets limits on the total amount of residual municipal waste and industrial and commercial waste sent to landfill. However, it is recognised that disposal to landfill will continue in the short to medium term (to 2024/25). This is partly due to the way in which waste is collected, the infrastructure capacities already in place to deal with waste and the existence of legacy wastes and incineration residues, where no safe alternative to ultimate landfill disposal currently exists.

4.2 The Waste Planning Monitoring Report (WPMR) produced for the region each year identifies the amount of landfill capacity (voidspace) remaining within the region as a whole. The level (set out within TAN 21) at which the void in each region is considered sufficient and should be maintained is 5/7 years. Whilst the latest WPMR (for the 2021/22 period) identifies sufficient capacity, if the situation changes in subsequent years then potential locations for a new landfill site will need to be considered that would serve the requirements of the region. TAN 21 notes that the areas of search maps (prepared to support the regional waste plan first reviews in 2008) for open-air facilities will provide a useful starting point for site searches, however other detailed information and local knowledge will be invaluable.

Meeting targets for recycling – and the associated need to find sites

4.3 The WPMR for the Mid & SW Wales region monitors the recycling rates of all constituent authorities within its region and reports on whether the targets set out in *Towards Zero Waste* are being met. Progress has been very promising on a year on year basis, with the combined recycling rates for the region for the 2020/21 period (67.2%) and meeting the *Towards Zero Waste* 2019/20 target of 64%. Associated with the success in meeting the targets is the need to ensure that new facilities are in place that can cater for the changing nature of waste management.

4.4 In accordance with the waste hierarchy, the Collections, Infrastructure and Markets Sector Plan (CIMSP) indicates a move towards the reduction of disposal and recovery options for treating waste in favour of high volume source segregated collection followed by reprocessing as well as preparation for re-use and prevention.

4.5 It will be important therefore that planning authorities monitor progress towards the provision of an integrated and adequate network of waste disposal installations and of facilities for the recovery of mixed municipal waste and similar wastes from commercial and industrial sectors as well as private households. LDPs have a crucial role to play in facilitating the delivery of such a network of new facilities.

Residual Waste

4.6 Although it is difficult to predict with complete certainty the future needs for residual mixed waste treatment, recovery and for the disposal of waste due to the variety of factors that affect future tonnages and actual existing capacity, the CIMSP sets out the continued need for increased recovery of residual wastes which are incapable of being recycled. Therefore, across Wales a need exists to develop more residual waste treatment and recovery facilities and to ensure that sufficient disposal capacity is maintained at a level appropriate to support the overall aims of *Towards Zero Waste* and CIMSP.

4.7 TAN 21 notes that whilst the Waste Framework Directive requires that waste disposal and recovery of mixed municipal waste should be undertaken at one of the nearest appropriate installations to the source of the waste arising, this does not carry with it the expectation that all areas should be self sufficient in terms of the network. Waste arising in one area may be better treated or disposed of in a neighbouring local authority area or region and the envisaged 'network' of infrastructure is likely to be spread over a wider area than a single local authority administrative boundary. However, in line with sustainability principles, there is an expectation that all areas should be prepared to accommodate infrastructure to support the development of an integrated and adequate network.

4.8 The current WPMRs for the 3 regions have reported differing results in respect of the management of residual waste. South East Wales for example has a large Energy from Waste (EfW) facility that handles the residual waste from several authorities within that region. In contrast, Mid & SW Wales continues to use landfill as an option to deal with its residual waste, but also some authorities (including Carmarthenshire) have been exporting some of their residual waste to EfW facilities in England, and the Continent..

4.9 The markets are clearly dictating where the local authorities in Mid & SW Wales are currently disposing of their residual waste. The WPMR has reported that this situation is impacting upon the actual need for a new residual waste facility within Mid & SW Wales that could cater for the region's waste. An example was given of a planning application for a gasification facility being refused partly due to the lack of evidence provided to show where the waste material was going to be sourced (as it was not clear that there would be sufficient quantities from within the region to make it viable).

4.10 The latest WPMR for Mid & SW Wales highlights a feasibility study by consultants on behalf of Swansea Council into the potential for an EfW facility to serve the region that was not given the backing of the Welsh Government. It goes on to highlight the more

recent moratorium imposed by the Welsh Government on any new large-scale energy from waste facilities in the Country. This has already had an impact on proposed facilities, with planning applications being refused on such facilities in Powys and in Cardiff. Awas

Food waste

4.11 There is no consistent annual reporting of food waste arisings in the UK or Wales. However, Waste and Resources Action Programme (WRAP) has published data on household food waste (HHFW) regularly since 2007. Studies published in 2013 and 2017 estimated annual food waste arisings within UK households, hospitality and food service, food manufacture, retail and wholesale sectors at around 10 million tonnes.

4.12 The following figure shows the amounts of household food waste (HHFW) in Wales for 2009 and 2015. Data for HHFW collected by local authorities (residual and collections targeting food waste) expressed on per person basis.

HHFW (kg / person yr)	HHFW (kg / person yr)			Change	
	2009	2014	2015	Kg / person / yr	%
Wales	75.4	n/a	66.2	-9.2	-12.2%

Source: WRAP, Household Food Waste in the UK, 2015 (January 2017)

4.13 The WRAP report highlights that Wales produced lower levels of food waste in 2015 than the UK estimate for the same waste streams - 73.1kg / person / year. The Report goes on to say that potential reasons for this include Wales having lower income levels than the rest of the UK (which might provide a greater motivation for action); and/or having more widespread and better used separate food waste collections (which could have helped raise awareness of the amounts wasted). The Report adds that further research is needed to better understand this, and identify any lessons that could help reduce further HHFW across the UK.

4.14 The latest WPMR for Mid & SW Wales reports that there is greater certainty with regards the management of food waste within the region, than is the case with residual waste (highlighted above). In the region, most of the local authorities (including Carmarthenshire) have contracts with Severn Trent to send their food waste to the company's Anaerobic Digestion Facility near Bridgend (and/or their other AD Plants in England).

4.15 Notwithstanding the lack of up to date data on the amounts of food waste produced annually, the WPMR stresses that there is unlikely to be any need for further capacity for facilities to handle food waste within the region. It adds however, that the situation will be updated annually and any changes will be reported in subsequent WPMRs.

The Circular economy

4.16 A key element within PPW Ed11 is the move towards embracing a more circular economy in Wales. A circular economy is one which aims to keep materials, products and components in use for as long as possible. There are environmental, social and economic benefits of taking such an approach, most notably the increased value and productivity of materials, financial savings for the construction sector and the prevention of waste.

4.17 Development proposals will be encouraged that incorporate design features and materials which enable flexibility and adaptability throughout the design life of a building and which will enable re-use of the materials upon deconstruction.

4.18 Where appropriate, the use of locally sourced, alternative or recycled materials will be encouraged, including the reuse and recycling of secondary aggregates, construction, demolition and excavation waste, incinerator bottom ash and other appropriate recycled materials.

4.19 Construction sites inevitably require a degree of cut and fill engineering operations. Developers will be required to submit a natural materials management plan and as part of site treatment, the cut and fill balance of materials excavated should be assessed so as to avoid the creation of waste which cannot be effectively re-used due to lack of suitable storage facilities.

4.20 To this end, a policy promoting circular economy principles has been included within the Revised Deposit LDP. In the policy, development proposals will be required to demonstrate, via the submission of a natural materials management plan, how the generation of waste has been minimised and any waste generated managed in order to keep resources in use for as long as possible.

Incorporating waste facilities in new developments

4.21 TAN 21 requires that adequate facilities and space for the collection, composting and recycling of waste materials should be incorporated into the design of any development. Local Development Plan strategies and policies proposing development should encourage the provision of adequate and effective waste receptacles for recycling and indicate that they expect developers to take advantage of any opportunities to reduce waste as part of the design and construction of new buildings.

4.22 To this end, a policy covering sustainable waste management and new development has been included within the Revised Deposit LDP. In the policy, development proposals must ensure that provision is made for the sustainable management of waste in all new development, including storage, recycling, and by securing opportunities to minimise the production of waste.

Involvement of the Waste Management Industry

4.23 It must be emphasised that LDPs cannot deliver the required network of waste facilities, but can provide a planning framework which enables adequate and sufficient land provision to be made to facilitate the establishment of the required network. The waste management industry is largely market led and it will be private companies (as well as local authority teckal companies) that ultimately establish and run waste operations.

4.24 With this in mind, effective engagement with the waste management industry and local authority waste managers should be a necessary component of waste planning. Similarly, it is the responsibility of individual waste management companies and industry bodies to proactively engage with Local Planning Authorities during the LDP preparation process in order to communicate their needs and interests. This would assist individual LPAs in identifying appropriate sites while taking account of local circumstances.

4.25 The private sector also plays an important part in contributing towards moving waste further up the waste hierarchy through its activities in waste reduction, reuse and recycling, whilst the packaging waste regulations and WEEE regulations should see a reduction in the amounts of waste produced in the future.

4.26 In terms of recycling, all Council household waste recycling sites in Carmarthenshire are run by CWM Environmental Ltd – a teckal company to the Authority. In addition, appendix 1 sets out a list of permitted sites within the County many of which are operated by private companies and which provide a valuable service in recycling various types of waste.

5.0 Conclusions

5.1 This Paper has highlighted the national, regional and local policy aspects surrounding planning for waste management within the County, and has provided background evidence and information that will be utilised in the preparation of the Revised Local Development Plan for Carmarthenshire. The Paper has shown that the field of waste management is rapidly changing and that the planning system has an important role to play in facilitating the transition from the over reliance on landfill and towards more sustainable waste practices in accordance with the waste hierarchy.

5.2 A key piece of evidence is the annual Waste Planning Monitoring Report (WPMR) for the Mid & South West Wales Region. The WPMR provides up to date information on the performance of the region in respect of the recycling of waste, as well as setting out the current position in terms of the management of residual waste and the situation regarding the amount of remaining landfill void. All this evidence needs to be taken into account by individual authorities both in the preparation of their LDPs, as well as in cross border working arrangements.

5.3 Whilst the latest WPMR points to continued positive recycling rates within the region, as well as cross border working in respect of certain waste streams (e.g. food waste), the future position in respect of the management of residual waste, and remaining landfill void, is less clear. What is also concerning is the lack of continuous annual data on certain waste streams such as Construction & Demolition (C&D), Industrial & Commercial (I&C) and agricultural wastes.

5.4 This Paper is an evolving piece of evidence and will be updated throughout the preparation process of the Revised LDP, utilising the most up to date information provided by the LDP annual monitoring reports, employment land reviews, WPMRs and any other relevant information.

APPENDIX 1
Permitted Waste Facilities in Carmarthenshire

Site Operator	Site Name/Address	Type of Facility	Site Reference	Grid	Site PostCode
Sion Davies	Coomb Farm, Llangynog	On-farm anaerobic digestion facility	SN 33914 14273		SA33 5HP
Recycling Equipment UK Ltd	Linton Yard, Bynea Business Park, Heol Y Bwlch, Bynea, Llanelli	HCI Waste Transfer Station	SS 54996 98484		SA14 9SU
Ammanford Recycling Ltd	Ammanford Metal Recycling, Shands Rd, Ammanford	ELV Facility	SN 62340 12974		SA18 3QU
JH Davies	Neville's Dock, Seaside, Llanelli	Metal Recycling Site	SS 50335 98852		SA15 2NW
Dyfed Recycling Services	Pencoeed Yard, Bellevue Rd, Bynea, Llanelli	HCI Waste Transfer Station	SN 52853 01353		SA14 9LN
Browns Recycling Group Ltd	Former Morlais Colliery, Pontardulais Rd, Llangennech, Llanelli	Physical Treatment Facility	SN 57410 02518		SA14 8YF
G. D. Environmental Services Limited	Taybrite Works, Heol Y Bwlch, Bynea	HCI Waste Transfer Station	SS 55100 98600		SA14 9ST
Pendragon Waste & Skip Hire	Pendragon Waste & Skip Hire, Thornhill Rd, Cwmgwili, SA14 6PT	HCI Waste Transfer Station	SN 57576 11300		SA14 6PT
CWM Environmental Ltd	Trostre Road Industrial Estate	Household Waste Amenity Site	252,371,199,453		SA14 9UU
CWM Environmental Ltd	Nantycaws Waste Management Site, Llanddarog Rd, Nantycaws, Carmarthen	Material Recycling Treatment Facility	SN 47387 17556		SA32 8BG
CWM Environmental Ltd	Nantycaws Waste Management Site, Llanddarog Rd, Nantycaws, Carmarthen	Physical Treatment Facility	SN 47308 17601		SA32 8BG
CWM Environmental Ltd	Nantycaws Landfill, Llanddarog Rd, Nantycaws, Carmarthen	Non Hazardous LF	SN 47860 17580		SA32 8BG
Rock & Fountain Quarry	Conwyl Elfed, Carmarthen	HCI Waste Transfer Station	SN 39039 25798		SA33 6AR
T Richard Jones Betws Ltd	Foundry Road, Ammanford	HCI Waste TS + asbestos	SN 63272 12187		SA18 2LS
Carmarthen Recycling & Environmental Services Ltd	Transfer Station, Johnstown, Carmarthen	HCI Waste TS + asbestos	SN 38980 18935		SA31 3RB
Sims Group UK Ltd	Pen Y Banc Yard, Gorslas	Metal Recycling Site	SN 56612 13726		SA14 7HT

Carmarthenshire County Council	Cwmamman Depot, Glanamman, Ammanford	HCI Waste Transfer Station	SN 67644 13719	SA18 1LQ
Carmarthenshire County Council	Cillefwr Depot, Johnstown, Carmarthen	HCI Waste Transfer Station	SN 39659 19097	SA31 3QZ
Carmarthenshire County Council	Troste Depot, Trostre Industrial Park, Llanelli	HCI Waste Transfer Station	SS 52270 99331	SA14 9RA
CWM Environmental Ltd	Wernddu Civic Amenity and Transfer Station, Wernddu Road, Ammanford	Household Waste Amenity Site	SN 64731 15307	SA18 2UR
CWM Environmental Ltd	Whitland Recycling Centre & Civic Amenity Site	Household Waste Amenity Site	SN 19250 16750	SA34 0AE
Gwendraeth Valley Recycling Ltd	Carway Fawr Site Office, Former Cynheidre Colliery, Five Roads, Llanelli	HCI Waste TS + treatment + asbestos	SN 49590 07986	SA15 5YN
Mekatek Limited	Amex Park, Johnstown, Carmarthen	Household, commercial and industrial waste transfer Strn	SN 40034 19327	SA31 3NF
EV Recycling Ltd	The Beacon Workshops, Unit 12, Llanelli Gate, Dafen, Llanelli	Metal recycling site	SN 53813 01833	SA14 8LQ
McKenna Waste Ltd	Land Adjacent to Ty Newydd, Thornhill Rd, Cwmgwili	HCI Waste Transfer Station	SN 57736 11573	SA14 6PT
Airfield Metals Limited	Carmarthen Metal Recycling, Cillefwr Road West, Cillefwr Industrial Estate, Johnstown, Carmarthen	Metal recycling, vehicle storage, depollution	SN 39044 19020	SA31 3RB
Gavin Griffiths Recycling Ltd	New Lodge Farm, Pontardulais rd, Cwmgwili	Physical Treatment Facility	SN 57330 09759	SA14 6PW
Rees Metals	Pencoed Works, Bellvue Road, Llanelli	Metal Recycling Site	SS 54420 99188	SA14 9LN
J and A Metals	J & A Metals Recycling Centre, Cwmgwili	HCI Waste Transfer Station	SN 57585 11289	SA14 6PT
All Waste Services Ltd	Old Sawmills Waste Transfer Station With Treatment & Recycling Facility, Llangadog	HCI Waste Transfer Station	SN 70114 28686	SA19 9LS
A M G Resources Ltd	Talfarn Nevills Dock, Llanelli	Metal recycling site	SS 50518 99013	SA15 2HD

Source: Natural Resources Wales

**APPENDIX 2:
Waste Applications & Permissions since the adoption of the LDP**

Application	Location	Proposal	Decision
CARMARTHENSHIRE			
S/29559	New Lodge Farm, Pontardulais Road, Cwmgwili, Llanelli SA14 6PW	Demolition of existing structures on site, restoration and re-profiling the site and the construction of a 2 - 3 MWE Photovoltaic solar array and an energy recovery centre (comprising an advanced conversion technology (ACT) 8 - 12 MWE pyrolysis plant and an anaerobic digestion 2 - 3 MWE facility with an integrated education centre) together with access improvements, landscaping and associated works	Refused 4 th February 2016
W/31601	Cerrigyrwyn Quarry, Llangynog, Carmarthenshire SA33 5HU	Construction of an inert waste recycling facility and associated works	Full Granted 12/10/16
E/32491	The Old Albion Yard, Station Road, Llangadog, SA19 9LT.	Cert of Lawfulness - Existing Storage of Skips, hardcore and wood. Recycling of wood and hardcore	CLEUD - Approval 8/9/15
S/33036	Skip Solutions, Heol Y Bwlch, Bynea, Llanelli, SA14 8SU.	Change of use from B2 to waste transfer station (sui generis).	Full Granted 2/2/16
S/34071	Former Morlais Colliery, Pontardulais Road, Llangennech, Llanelli, SA14 8YN	Inert waste processing centre.	Full Granted 12/9/17
W/32963	Land part of MEKATEK, Amex Park, Old Llansteffan Road, Johnstown, Carmarthen, Carmarthenshire SA31 3NF	Formation of HGV hardstanding and lorry park.	Full Granted 11/1/16
W/35655	Land off Alltynap Road, Johnstown, Carmarthen SA31 3QY	Construction of a tyre recycling warehouse with associated offices, operational yard, storage compounds and ancillary infrastructure.	Full Granted 4/1/18
W/36430	Factory Yard, Cwmann, Lampeter, Carms, SA48 8ES	Application for a Lawful Development Certificate for a proposed use or development certificate for a proposed use or development retention of existing building and associated yard for the incineration of animal and clinical waste, but with proposed internal reconfiguration and subdivision of floorspace to provide plant and equipment to process the animal waste as animal foods and tallow (thus continuing to fall under Use Class B2).	CLOPUD - Approval 25/1/18

S/38134	Glyngerwen Quarry, Felinfoel, Llanelli, SA14 8BX	Variation of condition 6 on S/29950 (Types of Waste that can be accepted on site).	Approved on 29/1/19..
E/38116	Land adjacent to Ty Newydd, Thornhill Road, Cwmgwili, Llanelli, SA14 6PT.	The proposed development is for a hardstanding pad with an enclosed drainage system which will be utilised as an inert waste transfer station	Full Planning Permission granted on 13/2/19
E/37516	Unit E1 Capel Hendre Industrial Estate, Ammanford SA18 3SJ UNIT	Building to be used for storage of waste paper.	Approved on 13/2/2019
S/39657	AMG Resources Ltd, Nevills Dock, Llanelli, SA15 2HD	The Building is a large open space former foundry building which is in poor state of repair and subject to increased vandalism. The buildings are in a state of dilapidation and no longer fit for purpose in terms of the rationalised scale of recycling operations currently undertaken at the site.	Demolition notification Granted 01/11/19
W/39352	Cerrigyryn Quarry, Llangynog, Carmarthenshire	Waste management development comprising of large shed to house biomass boiler, wood shaver, and soil storage (replacement for soil storage shed previously approved under planning permission w/31601). Part retrospective.	Non-Material Amendment Granted 07/11/19
W/39490	Amex Park, Old Llansteffan Road, Johnstown, Carmarthen, SA31 3NF	Non material amendment on W/25417 (demolition of existing warehouse and construction of new steel framed building and concrete yard) revision to scale and external finishing of proposed waste transfer building	Non-Material Amendment Granted 07/11/19
PL/01162	Land to the Rear of Unit 3, Trostre Industrial Park, Llanelli, SA14 9UU	Proposed full planning application for a Household Waste recycling, re-use and upcycle sector including parking and associated infrastructure works	CLEUD approval 30/06/2021
PL/01679	Land at the Nantycaws Recycling Centre, Llanddarog Road, Nantycaws, Carmarthen, SA32 8BG	Proposed full planning application for a Household Waste recycling, re-use and upcycle sector including parking and associated infrastructure works	Full Granted 13/08/2021
PL/01161	Civic Amenity Site, Nantycaws Landfill Site, Llanddarog, Carmarthen, SA32 8BG	Proposed full planning application for an extension to the existing municipal recycling facility together with construction of covered storage bays, a roof cover to the existing yard and associated infrastructure works	Full Granted 26/4/2021
W/31966	Nantycaws landfill Site, Llanddarog Road, Nantycaws, Carmarthen SA32 8BG	Provision of an anaerobic digestion plant.	Full Granted 3/8/15

E/32296	Nantycaws landfill Site, Llanddarog Road, Nantycaws, Carmarthen SA32 8BG	Alteration to existing slurry tankby installing a 20KW AD Plant.	Full Granted 8/9/15
W/32504	Coomb Farm, Llangynog, Carmarthen, SA33 5HP	Planning application for 0.5MW Anaerobic Digestion Plant, Coomb Farm, LLangynog, Carmarthen, SA33 5HP	Full Granted 8/9/15

