



Planning Policy Committee – 21 November 2011

Domestic Waste Storage and Collection Supplementary Planning Document

Purpose of report

This report is presented to the Planning Policy Committee to seek Members' approval for the Draft Domestic Waste Storage and Collection Supplementary Planning Document to be placed on deposit for its statutory consultation. This consultation is anticipated to take place during January – February 2012, subject to agreement by the Committee.

Attachment(s)

Appendix 1: Consultation Draft Domestic Waste Storage and Collection Supplementary Planning Document (SPD)

1.0 Background

- 1.1 On 1 August 2011, the Council's new waste collection contract commenced. This will run for the next seven years (i.e. to 2018). The importance of designing in suitable arrangements for the storage and collection of domestic waste as an integral part of new developments is emphasised, especially given the increased number of waste and recycling storage vessels that the new service has entailed for households.
- 1.2 The Domestic Waste Storage and Collection Supplementary Planning Document, hereafter known as the "Domestic Waste SPD", is being prepared under the **2004 Planning and Compulsory Purchase Act** (the "2004 Act"). This provides detailed design guidance to developers, housebuilders, architects, urban designers, development management officers and residents, in order to address domestic waste issues in new residential development schemes. Once adopted, it will form part of the Local Development Framework for East Northamptonshire.

2.0 Work undertaken to date

- 2.1 The Domestic Waste SPD has been developed as a result of discussions between Planning and Waste Management Officers. The need for suitable household waste storage and collection arrangements has long been recognised as an important aspect of urban design for new housing developments.
- 2.2 Over the summer, the Waste Manager, Design Officer and Senior Planning Policy Officer have worked alongside various stakeholders to put together the initial draft version of the Domestic Waste SPD. The draft SPD is attached as Appendix 1.

3.0 Contents of the Domestic Waste SPD

- 3.1 The Domestic Waste SPD is intended to set out a concise set of principles and standards that should be applied in effectively designing waste storage and collection areas as an integral part of new residential developments. It begins by explaining the wider policy and legal framework under which the SPD has been prepared, together with the Council's own policy outcomes that the SPD will fulfil in order to deliver the current vision: "Working with our communities to sustain a thriving District".
- 3.2 It goes on to explain recent changes to the Council's waste service, together with

current issues regarding waste collection at a District level. Following on from this, it sets out detailed design guidance for household waste storage and collection, as well as examining examples of alternative, more innovative approaches. Throughout this process, the key challenge has been to develop suitable standards based on robust evidence, while avoiding the dangers of being overly prescriptive in applying these.

4.0 The next stages

4.1 The Committee is asked to consider the content of the Consultation Draft. If Members are generally satisfied, approval is sought for placing the document on deposit for its statutory consultation, in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 (Statutory Instrument 2004 No. 2204) Regulation 18, subject to any amendments that the Committee may wish to make.

4.2 It is anticipated that the statutory consultation will take place over 6 weeks, from **7 January – 20 February 2012**. Following this, consultation responses will be reviewed and a final version of the Waste Storage SPD is expected to be presented to the Planning Policy Committee for adoption during Spring 2012.

3.0 Conclusion

3.1 That the Committee approves this SPD for consultation, subject to any amendments that Members may wish to make.

4.0 Equality and Diversity Implications

4.1 There are no direct equality and diversity implications. However, the Waste Storage SPD is linked to certain other policies and strategies, such as the Council's Wheeled Bin Policy. The Waste Storage SPD could therefore indirectly impact upon groups with mobility issues such as the elderly and physically disabled.

5.0 Legal Implications

5.1 There are no legal implications.

6.0 Risk Management

6.1 There are no identified risks.

7.0 Financial Implications

7.1 There are no financial implications.

8.0 Corporate Outcomes

8.1 The relevant Corporate Outcomes are:

- Good quality of life
- High quality service delivery
- Strong community leadership
- Effective management
- Knowledge of our customers and communities

8.2 These are explained in further detail in section 3.0 of the Consultation Draft SPD (Appendix 1).

9.0 Recommendation

- 9.1 The Committee is recommended to approve the draft Domestic Waste Storage and Collection SPD for consultation, subject to any amendments that Members may wish to make.

(Reason – to assist in setting more detailed standards for integrating appropriate waste storage and collection facilities within the design of new residential developments. This will have a positive impact on quality of life, as well as enabling improvements to the household waste collection service).

Legal	Power: Planning and Compulsory Purchase Act 2004; Town and Country Planning (Local Development) (England) Regulations 2004 (Statutory Instrument 2004 No. 2204)	
	Other considerations: None	
Background Papers: Policy and Resources Committee, 11 April 2011 (Agenda Item 9)		
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East
Northamptonshire
Council

DOMESTIC WASTE STORAGE AND
COLLECTION SUPPLEMENTARY
PLANNING DOCUMENT CONSULTATION
DRAFT

EAST NORTHAMPTONSHIRE LOCAL
DEVELOPMENT FRAMEWORK

04 November 2011

*Note: Photos and formatting will be inserted/completed prior to the
consultation document going out*

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1.0 Introduction

- 1.1 The storage and collection of domestic waste from local residents is a critical element of the services that East Northamptonshire Council supplies. Indeed, information continuously collected by the Council's Customer Service Centres has revealed that overall during 2010 **39%** of all recorded customer contact (e.g. by telephone, email or letter) with East Northamptonshire Council concerned domestic waste collection. This includes a figure of over 70% of all such contact in January 2010, although much of this is due to queries about changes to collection days and concerns about extra waste created during the Christmas and New Year period.
- 1.2 Good, sustainable design for new residential properties needs to include suitable provision for the storage of domestic waste and ease of access to the collection point and for collection vehicles. The Council's own Corporate Plan (2011) identifies effective waste management and clean streets as two priority outcomes.
- 1.3 The Council's new refuse and recycling system started on **1 August 2011**.

Status of the Domestic Waste Storage and Collection Supplementary Planning Document

- 1.4 The Domestic Waste Storage and Collection Supplementary Planning Document (SPD), hereafter known as the "Domestic Waste SPD", has been prepared under the **2004 Planning and Compulsory Purchase Act** (the "2004 Act") and will form part of the statutory Local Development Framework (LDF) for East Northamptonshire. The **Town and Country Planning (Local Development) (England) Regulations 2004 (Statutory Instrument 2004 No. 2204)** set out the minimum requirements for the preparation of an SPD. It is necessary for these requirements to be met in order for this document to be classified as an SPD, thereby forming part of the LDF for East Northamptonshire.
- 1.5 This SPD will supplement policies within the North Northamptonshire Core Spatial Strategy (CSS), adopted June 2008, and Northamptonshire Minerals and Waste Development Framework (MWDF). The specific preparation process for the Waste Storage SPD is directed by Regulations 17-19. The process also needs to have regard to the North Northamptonshire Statement of Community Involvement (SCI), adopted October 2006.

Consultation under Regulation 18

- 1.6 This consultation draft Domestic Waste SPD has been prepared following informal preliminary discussions with key stakeholders during summer/ autumn 2011. This consultation document was approved for consultation by the Planning Policy Committee on **21 November 2011**. In accordance with Regulation 18 it is now subject to a **XXX** weeks public consultation, from **XXX – XXX**. A list of organisations and bodies which are being consulted as part of this process is included in Appendix C.
- 1.7 A summary of the representations received from the XXX weeks consultation, and the Council's responses to these, will be set out in a separate document [Statement under

Regulation 18(4)(b)]. This document will be available to view on the Council's website, following the conclusion of the XXX weeks public consultation¹.

Purpose of this document

- 1.8 This document provides detailed design guidance to developers, housebuilders, architects, urban designers, development management officers and residents, in order to address domestic waste issues in new residential development schemes. This document specifically focuses on the need to provide suitable storage accommodation for waste collection facilities and provide ease of access to the collection point for residents, collection vehicles and operatives.
- 1.9 This SPD will be a material consideration in determining planning applications for new residential development. It is applicable to all new residential development proposals, from single dwellings to large scale urban extensions. In certain circumstances, the SPD may also be a relevant consideration in determining householder applications (i.e. house extensions).
- 1.10 It is critical that the issue of domestic waste should be addressed at the earliest possible stage when proposals are being considered and prepared, in order to ensure that these are properly designed in from the start.

Structure of the SPD

- 1.11 The Domestic Waste SPD initially sets out the context in which the SPD will fit. Section 2.0 then provides the wider policy and legal framework under which the SPD has been prepared.
- 1.12 Section 3.0 explains the corporate policy outcomes that the SPD will fulfil, in order to deliver the Council's current vision: "**Working with our communities to sustain a thriving District**". Section 4.0 explains in more detail recent changes to the Council's waste service, together with current issues regarding waste collection at a District level.
- 1.13 Section 5.0 sets out key details of the Council's new waste collection service and explains the design requirements that need to be taken into account when designing and setting out detailed development proposals. Finally, section 6.0 provides further guidance and information regarding highways design and accommodating for waste collection vehicles, while section 7.0 considers other innovative approaches. The document also includes a number of appendices: glossary, contact details, consultees, key policies to which this Waste SPD relates and a bibliography of key relevant documents.

¹ <http://www.east-northamptonshire.gov.uk/supplementaryplanningdocuments>

2.0 Policy and legal framework (Appendix D)

2.1 The Domestic Waste SPD supports, and is directed by, a number of policies at national, regional, sub-regional (Northamptonshire/ North Northamptonshire) wide, and local (District) level. The preparation process is also directed by the 2004 Act and associated regulations, although this regulatory framework only sets out the minimum requirements necessary for this document to be classified as SPD.

National policies

2.2 The Government published the draft National Planning Policy Framework (NPPF) in July 2012. When finalized, this is intended to consolidate policy statements, circulars and guidance documents into a single concise statement of national planning policy. Meanwhile, national planning policy is currently contained within Planning Policy Statement (PPSs) and Planning Policy Guidance Notes (PPGs).

2.3 The Domestic Waste SPD takes account of the following national planning policies:

- **PPS1: Delivering Sustainable Development (February 2005)** sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system, including design principles;
- **PPS10: Planning for Sustainable Waste Management (revised March 2011)** forms part of the national waste management plan and includes the new waste hierarchy; a requirement of the revised European Union (EU) Waste Framework Directive (2008/98/EC).

2.4 Additionally, the Government was previously required to produce a National Waste Strategy. The last national "Waste Strategy for England" was published in 2007. It is no longer a statutory requirement to produce a national Waste Strategy, but the Government decided to carry out a comprehensive review of the 2007 Waste Strategy in June 2010. This review process is ongoing.

Regional policies

2.5 Under the 2004 Act, the **East Midlands Regional Plan (adopted March 2009)** forms part of the statutory planning policy framework. Nevertheless, the Government (Secretary of State for Communities and Local Government) has signalled its intention to abolish Regional Plans (Regional Spatial Strategies) and it is anticipated that this will take place through the emerging "Localism" Bill during 2012.

Northamptonshire Minerals and Waste Development Framework (MWDF)

2.6 The County Council has set out the policy framework for waste disposal, through the **MWDF Core Strategy (adopted May 2010)**. This sets out a specific vision for managing waste disposal, including communities taking more responsibility for the waste they generate.

2.7 More detailed policies for the development of waste disposal facilities are set out in the **Control and Management of Development DPD**. This was adopted in June 2011.

Together, the Core Strategy and Control and Management of Development DPD provide a comprehensive policy framework for the management of waste disposal.

- 2.8 The Domestic Waste SPD should also be read in conjunction with the County Council's Development and Implementation Principles SPD. The latter, initially adopted by the County Council in March 2007, has now been updated to take account of the new, recently adopted, MWDF DPDs. The Development and Implementation Principles SPD sets out guiding principles for waste minimisation and provision of waste management facilities in new development. The Domestic Waste SPD provides further detailed guidance in respect of these principles.

North Northamptonshire Core Spatial Strategy (adopted June 2008)

- 2.9 The Core Spatial Strategy (CSS) is the principal DPD guiding development within the District, along with Kettering, Corby and Wellingborough Boroughs. This sets out a vision for the delivery of high quality development and the protection and enhancement of valuable built and natural resources. The Domestic Waste SPD, once adopted, would supplement CSS Policy 13 (specifically parts (a), (d) and (h)); Policy 15 (part (e)) and Policy 16 (part (l)).

Legal and regulatory framework (waste management)

- 2.10 The legislative framework directing waste management remains complicated. The Site Waste Management Plans Regulations 2008 (**SI 2008 No. 314**) define all of the obligations for a developer and/ or contractor in providing for waste management in association with new developments. These regulations include the need to produce a "site waste management plan" for all new developments with an estimated cost in excess of £300,000.
- 2.11 The Domestic Waste SPD has been prepared in order to support the higher level policy framework. The importance of waste storage and collection has long been recognised as essential for ensuring a good quality of life and environmental quality.

3.0 Corporate policy outcomes

3.1 East Northamptonshire Council's Corporate Plan 2011-15 was approved on 27 April 2011. This sets out the Council's key priorities and outcomes for the next four years. These outcomes are summarised as:

- Improvements for the community
- Effective processes
- How we [East Northamptonshire Council] learn and grow

3.2 The Domestic Waste SPD will deliver a range of specific policy objectives and these are closely related to corporate outcomes. The specific outcomes to be delivered by this SPD are:

Domestic Waste SPD outcomes	Links to corporate outcomes
<ul style="list-style-type: none"> • <i>Ensure appropriate provision for domestic waste storage</i> 	<ul style="list-style-type: none"> • Good quality of life: Sustainable; Clean; Healthy, Safe
<ul style="list-style-type: none"> • <i>Learn from existing issues with domestic waste collection and storage to ensure that these problems do not persist/ continue</i> 	<ul style="list-style-type: none"> • High quality service delivery • Strong community leadership • Effective management • Knowledge of our customers and communities
<ul style="list-style-type: none"> • <i>Promote high quality design for new residential development</i> 	<ul style="list-style-type: none"> • Good quality of life: Sustainable; Healthy, Safe
<ul style="list-style-type: none"> • <i>Standardise waste storage provision for new developments</i> 	<ul style="list-style-type: none"> • Good quality of life: Clean • High quality service delivery
<ul style="list-style-type: none"> • <i>Maintain clean and attractive street environments</i> 	<ul style="list-style-type: none"> • Good quality of life: Sustainable; Clean; Healthy; Safe

3.3 The Corporate Plan is also guided by the Sustainable Communities Strategy 2008-2015 (SCS), prepared by "ENable", the Local Strategic Partnership. The current SCS for East Northamptonshire emphasises quality of life within the overall vision. Of particular significant, "a clean street environment" is highlighted as an important aspiration.

3.4 The SCS, in guiding the current Corporate Plan, also identifies priority outcomes. These include, amongst others, an improved health and wellbeing and improved natural and physical environment. Overall, it is emphasised that the Waste SPD is closely tied to the delivery of priority SCS and corporate outcomes, as explained above.

4.0 Changes to East Northamptonshire Council's domestic waste service

- 4.1 Changes to the District's domestic waste collection service took place on **1 August 2011**. The contract was awarded for a seven year period, i.e. till at least 2018. The new service includes the provision of new waste storage bins, in order to increase levels of domestic waste recycling.

New East Northamptonshire Council waste collection service

- 4.2 From 1 August 2011, householders within the district of East Northamptonshire have been provided with two wheelie bins: a green lidded bin for recyclable waste (dry) and a grey lidded bin for non-recyclable waste (i.e. waste for landfill). Households have also been given two caddies for food waste; a smaller one for the kitchen and a larger outdoor caddy for collection. The self locking outdoor caddy is intended to be pest proof.
- 4.3 In addition to the Council's new universal collection service (above), the waste contractor also provides an optional waste collection service, through the "Green Waste Club"². For a small fee, householders have the option of hiring a brown 240 litre wheeled bin to collect and store garden waste in. This can hold the equivalent of up to six sacks of garden waste and is collected fortnightly.

New wheeled/ "wheelie" bins and food caddies (houses)

- 4.4 The Council's Wheeled Bin Policy (April 2011) defines minimum space (volume) requirements for outdoors provision for domestic dwelling houses as follows:

Table 1	Capacity (Litres)		
	1 bed dwellings	2-3 bed dwellings	4+ bed dwellings
Residual waste bin (waste for landfill)	180	180	240
Recyclable waste (dry)	180	240	240
Food waste (outdoor caddy)	25	25	25
Total storage capacity required	385	445	505
<i>Garden waste (optional)</i>	<i>240</i>	<i>240</i>	<i>240</i>
TOTAL storage capacity required (inclusive of garden waste bin)	625	685	745

- 4.5 There are certain circumstances where larger volume residual waste bins are necessary; e.g. for families with young children. Through application to the Council, larger households (e.g. dwellings with 4 or more bedrooms) or those with young children may request a larger residual waste bin (240 litres). For households where these are provided, the Council's Waste Management Team will review each case on an annual basis.

[PHOTOS OF STORAGE BINS/ CADDIES ETC]

² http://www.east-northamptonshire.gov.uk/site/scripts/documents_info.aspx?documentID=131

Standards of provision for flats or communal residences

- 4.6 Flats, shared or communal houses have different standards of provision. It has long been recognised that communal bin stores represent the most challenging domestic waste storage issue. This is often due to longstanding concerns that poorly stored communal bins tend to cause environmental problems and also lead to antisocial behaviour. To some extent, these factors are already being addressed, through initiatives such as the East Northamptonshire Community Safety Partnership Plan.
- 4.7 This is also reflected through wider concerns about the impact of flats and higher density developments upon the character of existing urban areas. Earlier “Design for the Future” consultations (2004-5) identified specific concerns about “town cramming” causing congestion, parking problems and damaging local character. More recently, specific development schemes for flats around Rushden (e.g. Station Road, Coffee Tavern Lane) reveal ongoing concerns around the impacts of one bedroom flats in and around the town centre. The Rushden Regeneration Strategy (April 2010)³ specifically identifies the building of more family homes rather than flats as part of a vision for the town.
- 4.8 The Council has set waste storage standards for flats based upon the overall standards for dwellinghouses (i.e. numbers of bedrooms) in Table 1 above. A typical block/ group of 8 flats would be provided with:
- Two 1100 litre recycling bins;
 - One 1100 litre residual waste bin;
 - One 240 litre food waste bin.
- 4.9 In this latter case, the total storage volume required is **3540 litres**. Overall, it is critical that these requirements are taken into account when designing new domestic waste storage facilities.

Current issues affecting domestic waste collection

- 4.10 Domestic waste collection and storage is probably the principal service on which **all** residents within the District depend. East Northamptonshire Council has set the following waste performance indicators in our 2011/12 Service Plan:
- Total waste per household
 - % household waste sent to landfill
 - % of residents panel satisfied or better with refuse and waste recycling
- 4.11 The Service Plan sets a **maximum** target of 47.5% of household waste sent to landfill by 2014; i.e. 52.5% of domestic waste to be recycled. This is a significant reduction from the current (2011/12) target of no more than 60% of household waste to be sent to landfill. This latest target represents a significant challenge, given that during the reporting year April 2010 – March 2011, just 30.6% of all household waste was sent for recycling.

³ http://www.east-northamptonshire.gov.uk/downloads/Regeneration_Strategy_-_Rushden_Town_Centre.pdf

4.12 Critically, the ambitious targets for domestic waste recycling have required the fundamental changes (from August 2011) to the collection service. Overall, the new service means that increased storage space for waste collection vessels is required at all properties.

5.0 Design principles – storage areas

- 5.1 The new waste collection service means that significantly larger bin storage areas are required than was previously the case. This SPD aims to ensure sufficient space is provided for their size and number, ideally within the property curtilage (boundary) for all future new residential development. It is also critical that householders are only expected to pull or carry wheelie bins or caddies for a reasonable distance.
- 5.2 The 2010 ADEPT document, “Making Space for Waste” provides detailed practical guidance for those involved with new development⁴. It aims to ensure that in the future streets can be designed and built where waste can be stored conveniently, yet unnoticed and collected easily. It is not the intention to repeat the detailed guidance within this SPD, although the ADEPT guidance provides a useful and comprehensive reference guide in respect of detailed design solutions for domestic waste storage provision.

Defining reasonable carrying distances from storage to collection points (Appendix E)

- 5.3 In order to set appropriate guidance for “reasonable” distances for carrying or pulling caddies or wheelie bins respectively, reference has been made to the Health and Safety Executive’s “Manual Handling Operations Regulations 1992 (as amended) Guidance”⁵. This sets out guidelines for carrying, pushing and pulling in the workplace, but similar standards/ guidance may be applied in the case of moving or carrying domestic waste storage facilities (i.e. wheelie bins or caddies).
- 5.4 It is emphasised that certain vulnerable groups, e.g. disabled or elderly persons, may have particular difficulties in moving fully loaded wheeled bins around. The Council’s Wheeled Bin Policy 9 makes specific provision for assisted collections for vulnerable households, whereby the refuse collector will collect waste or recycling materials from the normal point of storage. Again, this strongly highlights the need to ensure that waste bin storage areas are clearly defined to ensure that the waste collection service can be effectively run.
- 5.5 The Health and Safety Executive (HSE) states that there is no specific limit to the distance over which a load is pushed or pulled as long as there are adequate opportunities for rest or recovery. Instead, the HSE Guidance indicates that for moving wheelie bins or similar, the terrain over which it is to be transported (i.e. gradients and surfaces) is far more important than the distance that the bin needs to be moved. Nevertheless, such distances remain an important element of place making; particularly given the overall PPS1 design guidance (paragraph 35), that: “*High quality and inclusive design...means ensuring a place will function well*”.

⁴ <http://www.adeptnet.org.uk/assets/userfiles/documents/000075.pdf>

⁵ <http://www.hse.gov.uk/pubns/priced/l23.pdf>

Lessons learned and examples of good practice in designing waste storage facilities

- 5.6 Clearly, the design of any new residential development needs to accommodate the storage of bins in accordance with the current waste collection arrangements at the time of determining the application. In practice, larger development projects would include a “lead in” time of up to five years or more from the date of planning permission being granted, until individual properties are completed and occupied.
- 5.7 This presents issues, in respect of detailed designs being approved with reference to former (pre-August 2011) domestic waste storage and collection arrangements. It is anticipated, given the seven year period for the current collection contract (to 2018), that this will enable some degree of stability in providing for new waste storage provision for new developments coming forward over the next decade, at least.
- 5.8 In order to address such issues, as a general rule, new housing that meets current (2010) “Lifetime Homes” standards⁶ (CSS Policy 15(e)) should include appropriate provision for waste storage facilities. Also, the application of Lifetime Homes standards, including criteria 1-3, enables suitable arrangements for the storage and movement of domestic waste vessels around a site to be achieved.
- 5.9 [Recent example of good waste collection and/ or storage arrangements – see Amy Burbage, JPU/ Charlotte Tompkins]

[Photos of recent good examples]

Larger Urban Developments

- 5.10 Policies 7 and 9 of the adopted CSS (Core Strategy) anticipate that a significant quantum of the overall development targets (i.e. housing, jobs and retail floorspace) will be provided in larger urban developments and other urban developments, for example those recently approved at Irthlingborough, Oundle and Raunds. The East Northamptonshire part of the larger North East Corby (Priors Hall) Sustainable Urban Extension (SUE) was similarly approved in July 2011.
- 5.11 These developments are intended to provide an important mechanism by which the vision of North Northamptonshire as “*a showpiece for modern green living within a high quality environment and a prosperous economy*” (CSS Vision, p19) may be achieved. CSS Policy 16 recognises the importance of waste management, storage and collection facilities as critical elements of sustainable green living (Policy 16(l)).
- 5.12 The recently constructed initial phase of the Priors Hall development at Corby has already been found to have issues regarding the storage of wheeled bins at the front of properties and the impacts of that on the street environment. It has been found that residents are unwilling to pull heavy bins the long distance down rear alleys to the frontage.

[Photos of Priors Hall bin storage arrangements]

⁶ http://www.lifetimehomes.org.uk/data/files/For_Professionals/accessible_revisedlthstandard_final.pdf

5.13 Overall, it is emphasised that larger developments provide a critical opportunity to provide innovative solutions to the issues of domestic waste collection and storage. The initial phase of the Priors Hall development, for example has enabled some important lessons to be learned. It is important to take forward these experiences about what works and what does not in respect of domestic waste storage arrangements.

Guiding principles for designing waste storage facilities

5.14 For clarity and ease of interpretation, it is necessary to provide a clear set of guiding principles for the design of domestic waste storage facilities. These principles and (where appropriate) guidance standards are set out below.

Design principles for waste storage facilities:

1. **In all cases, the distances over which waste storage bins should have to be carried, pushed or pulled should be kept to a minimum.** As a guide, the maximum distance over which it is reasonable for a householder to move their waste storage bins to the collection point should be no more than **35-40 metres**.
2. The Council will expect the design of waste storage and collection areas for **all** new developments to accord with the relevant 2010 “Lifetime Homes” standard.
3. Given that no changes to the waste collection service are anticipated over the next seven years and probably beyond, any new residential development scheme should provide, for each unit/ dwelling, sufficient storage space for accommodating the current range of waste storage bins and caddies.
4. The Design and Access Statement, as required for all applications, should include an explanation as to how and where it is anticipated that bins and caddies will be moved, between their day to day storage and collection point. In all cases, the routes and distances proposed should be clearly explained on the site layout plan or development masterplan.
5. The layout of individual properties shall include a direct, clearly defined route, linking the bin storage area to the collection point. The route(s) should not include steps, or a gradient steeper than 1 in 6.
6. For first floor flats or above, communal staircases should be designed to ensure that indoor food caddies or residual waste bins need to be carried no more than **10 metres** from the front door to the main communal waste storage point (i.e. communal bin storage area) without suitable opportunities for rest, in accordance with the HSE carrying guidelines (Appendix E).

5.15 It is advised that the above design principles represent general requirements for designing waste storage facilities for new residential development. Of course, there may be circumstances where it is not possible to fulfil all of these. For example, it should be recognised that while a solid flat surface is useful for moving wheelie bins and other vehicles, this solution also represents the least sustainable option in terms of surface water drainage. However, there are potential design solutions which can overcome this. Developers should consider working closely with the Environment Agency, Anglian Water

or the County Council (Lead Local Flood Authority) in order to develop the optimum solution to address both drainage and accessibility issues.

6.0 Design principles – highways

- 6.1 Alongside the issues of domestic waste storage considered above, the arrangements for waste collection including lorry movements, are also a critical consideration in securing “good” design. Any new development obviously requires the provision of suitable service arrangements, including suitable access and turning arrangements for waste and recycling.

Highways requirements

- 6.2 British Standards (BS5906:2005) regarding highway design and vehicle movement arrangements are described in the ADEPT guidance (section 6). Briefly, the BS5906:2005 requirements for waste collection vehicles are summarised as:

- **Minimum loading area for wheeled bins: 3.5m x 4m (i.e. 14m²);**
- **Minimum street width: 5m;**
- **maximum reversing distance for large waste vehicles: 12m.**

- 6.3 Broader national guidance regarding highways design is set out in Manual for Streets. This contains comprehensive detailed advice and both developers and waste collection authorities should recognise the need for plans for waste access to be developed within this context.

Examples of good practice in street design

- 6.4 The Windsor Road development, to the south of John Clark Way, Rushden, is the only large scale housing development currently under construction within the District. This site, initially allocated in the 1996 East Northamptonshire District Local Plan (Policy RU1-C), is expected to deliver over 350 dwellings during the next eight years.
- 6.5 Concerns were previously raised regarding certain design aspects of Phase 3 of the Windsor Road development, to the west of Tyne Way. The Waste Management Officer identified the following issues (application reference 08/01754/REM), which needed to be overcome for the detailed proposals to be acceptable:
- Need to provide suitable access arrangements for collection of refuse and recycling from proposed flats;
 - Waste collection vehicles are **10m x 3m** (i.e. 30m²), with a **20m** turning circle;
 - One of the proposed cul-de-sac streets could present problems with reversing of waste collection vehicles.
- 6.6 Through negotiations changes to the highway layout were agreed in order to accommodate “service margins”; i.e. to provide suitable space for manoeuvring waste collection vehicles.

[Photos of recent Bellway Homes development, south of John Clark Way, Rushden]

Guiding principles for highway design

6.7 For clarity and ease of interpretation, it is necessary to provide a clear set of guiding principles for designing new service roads for new residential development schemes, with reference to the collection of domestic waste. These principles and (where appropriate) guidance standards are set out below. In all cases, standards are based upon the ADEPT guidance, together with East Northamptonshire Council's own Wheeled Bin Policy.

Domestic waste collection – highway design principles:

1. To enable sufficient highway access for waste collection vehicles, the minimum carriageway width shall be **5m**.
2. Accommodation of waste and recycling vehicles along the highway during collection days is based upon the standard of 14m x 3.5m, for the vehicle plus loading area, i.e. 49m² (~**50 m²**); with a **20m** turning circle for vehicles.
3. In normal circumstances, for waste and recycling collection arrangements the edge of curtilage (i.e. collection/ emptying point) for bins should be within **10m** of the highway⁷.
4. Access points and/ or arrangements from the curtilage of residential properties to collection points on the highway need to be clearly defined, and offer optimum ease of access.
5. Bin collection points should be of appropriate materials to prevent ground contamination from residual waste, e.g. through bins falling over due to instability, and also to minimise ease of handling for refuse collection staff.

6.8 It is emphasised that ensuring effective arrangements for waste collection may, on occasions, conflict with other objectives. One example is the matter of road surfacing materials. While a gravel road/ drive may prove preferable in terms of surface water drainage, a hard surface is generally preferable for waste collection vehicles.

6.9 Overall, there is a need to achieve integration of streets, both within the new development and through maximising linkages with the adjacent urban/ built up areas. Within this overall goal of maximising integration, it is critical that new highways are designed to incorporate the "12 metre" rule (paragraph 6.2, above).

⁷ This accords with standards applied in the case of recent significant planning permissions granted at Creed Road, Oundle and Windsor Road, Rushden

7.0 Other considerations and factors

- 7.1 Of course, a range of potential initiatives may be considered in future development schemes, in order to deliver key principles of sustainable development such as minimising waste. The developments at Priors Hall (Deene/ Corby), Irthlingborough, Oundle and Raunds represent key opportunities to develop innovative waste management, storage and disposal solutions.
- 7.2 Two examples of other possible approaches to the collection, storage and disposal of domestic waste are considered below. Specific solutions considered are:
- Community recycling projects;
 - Vacuum waste collection systems.

Community waste management projects

- 7.3 The proposed developments, which will deliver significant new communities, also provide a critical opportunity to develop community projects for managing domestic waste. Indeed, both the adopted CSS (Policy 16(l)) and MWDF Core Strategy (Policy CS2) make specific provision for the development of local or neighbourhood waste management facilities. Such schemes must also conform to development management criteria within the recently-adopted Control and Management of Development DPD (Policy CMD2).
- 7.4 The development threshold for which the development of new community recycling or waste management projects becomes viable is 200 dwellings or more. This corresponds with the CSS “large developments” threshold (200 dwellings), as defined by policies 13 and 14.

[Photos of community/ neighbourhood waste management facilities]

Vacuum waste collection systems

- 7.5 It is emphasised that significant new developments, such as SUEs, also provide opportunities to develop more innovative domestic waste management solutions. Instead of conventional doorstep collections, in some cases it may be possible to install a vacuum waste collection system. This system, an example of which has been developed at New Wembley, uses a vacuum to ‘suck’ material deposited via chutes from buildings.
- 7.6 In the case of a vacuum system, waste material is held in a chamber and, once full, the system automatically opens a valve and moves the material to a central bulking facility which may be on site (on a larger site) or off site, for example at a municipal waste recycling centre. By removing the need for collection using conventional vehicles this reduces carbon emissions, improves air quality, reduces accidents and can deliver greater flexibility in site layout and design.

[Photos of New Wembley vacuum waste system]

7.7 Overall, it is emphasised that SUEs present a key opportunity to develop innovative waste solutions. For existing residential properties, in all cases the Council's recently implemented waste collection service is to some extent retrofitted. No such constraints exist in developing solutions as an integral part of all SUEs.

Appendix A – Glossary of terms

Use this section to give definitions to any words that require explanation – especially if this is a public document. If you can't avoid jargon or technical terms, this is the place to explain them.

Term	Definition

Appendix B – Contact Details (East Northamptonshire Council)

Address:	Planning Policy and Conservation Team Planning Services East Northamptonshire Council Cedar Drive Thrapston Northamptonshire NN14 4LZ	Waste Management Team Environmental Services East Northamptonshire Council Cedar Drive Thrapston Northamptonshire NN14 4LZ
DX No:	701611 Thrapston	
Tel:	01832 742221	01832 742208
Email:	planningpolicy@east-northamptonshire.gov.uk	environmentalservices@east-northamptonshire.gov.uk

Appendix C – List of Consultees

Town Councils	
Higham Ferrers Town Council	Raunds Town Council
Irthlingborough Town Council	Rushden Town Council
Oundle Town Council	Thrapston Town Council
Parish Councils and Parish Meetings	
Great Addington	Islip
Little Addington	King's Cliffe
Aldwinckle	Laxton
Apethorpe	Lilford-cum-Wigsthorpe and Thorpe Achurch
Ashton	Lowick and Slipton
Barnwell	Lutton
Benefield	Nassington
Blatherwycke	Newton Bromswold
Brigstock	Pilton, Stoke Doyle and Wadenhoe
Chelveston-cum-Caldecott	Polebrook
Clopton	Ringstead
Collyweston	Southwick
Cotterstock	Stanwick
Deene and Deenethorpe	Sudborough
Denford	Tansor
Duddington with Fineshade	Titchmarsh
Easton on the Hill	Twywell
Fotheringhay	Wakerley
Glaphorn	Warmington
Hargrave	Woodford
Harringworth	Woodnewton
Hemington, Luddington and Thurning	Yarwell
Other Statutory Consultees	
Design Council	Northamptonshire County Council
Equality And Human Rights Commission	Northamptonshire Police
Environment Agency	Northamptonshire Waste Partnership
Homes and Communities Agency	North Northamptonshire Joint Planning Unit
Non-Statutory Consultees	
Age UK	National League of the Blind and Disabled
Area Council for Disabled People	Place for People
Kier Street Services	Spire Homes
Northamptonshire Association for the Blind	

Appendix D – Key Development Plan Policies

North Northamptonshire Core Spatial Strategy (adopted June 2008)

POLICY 13: GENERAL SUSTAINABLE DEVELOPMENT PRINCIPLES

Development should meet the needs of residents and businesses without compromising the ability of future generations to enjoy the same quality of life that the present generation aspires to. Development should:

Meet needs

- a) Incorporate flexible designs for buildings and their settings, including access to amenity space, enabling them to be adapted to future needs and to take into account the needs of all users
- b) Seek to design out antisocial behaviour, crime and reduce the fear of crime by applying the principles of the “Secured by Design” scheme;
- c) Maintain and improve the provision of accessible local services and community services, whilst focusing uses that attract a lot of visitors within the town centres;
- d) Have a satisfactory means of access and provide for parking, servicing and manoeuvring in accordance with adopted standards;
- e) Be designed to take full account of the transport user hierarchy of pedestrian-cyclist-public transport-private vehicle, and incorporate measures to contribute to an overall target of 20% modal shift in developments of over 200 dwellings and elsewhere 5% over the plan period;
- f) Not lead to the loss of community facilities, unless it can be demonstrated that they are no longer needed by the community they serve and are not needed for any other community use, or that the facility is being relocated and improved to meet the needs of the new and existing community;
- g) Not lead to the loss of open space or recreation facilities, unless a site of equivalent quality and accessibility can be provided, serviced and made available to the community prior to use of the existing site ceasing.

Raise standards

- h) Be of a high standard of design, architecture and landscaping, respect and enhance the character of its surroundings and be in accordance with the Environmental Character of the area;
- i) Create a strong sense of place by strengthening the distinctive historic and cultural qualities and townscape of the towns and villages through its design, landscaping and use of public art;
- j) Be designed to promote healthier lifestyles and for people to be active outside their homes and places of work;
- k) Allow for travel to home, shops, work and school on foot and by cycle and public transport.

Protect assets

- l) Not result in an unacceptable impact on the amenities of neighbouring properties or the wider area, by reason of noise, vibration, smell, light or other pollution, loss of light or overlooking;
- m) Be constructed and operated using a minimum amount of non-renewable resources including where possible the reuse of existing structures and materials;
- n) Not have an adverse impact on the highway network and will not prejudice highway safety;
- o) Conserve and enhance the landscape character, historic landscape designated built environmental assets and their settings, and biodiversity of the environment making reference to the Environmental Character Assessment and Green Infrastructure Strategy;
- p) Not sterilise known mineral reserves or degrade soil quality;
- q) Not cause a risk to (and where possible enhance) the quality of the underlying groundwater or surface water, or increase the risk of flooding on the site or elsewhere, and where possible incorporate Sustainable Drainage Systems (SuDS) and lead to a reduction in flood risk.

POLICY 15: SUSTAINABLE HOUSING PROVISION

To deliver sustainable residential communities:

- a) Provision will be made for the delivery of a balanced mix of housing types and tenure;
- b) To meet local need and to ensure that a percentage of all new development is genuinely affordable, affordable housing provision will be sought in line with the following targets:

Corby	30%
Kettering	30%
Wellingborough	30%
East Northamptonshire	40%

- c) The environment of existing residential areas will be enhanced, including renovating and improving the existing housing stock through area based renewal or occasionally through targeted demolition and replacement where this is the most appropriate option;
- d) Opportunities for individual and community self build developments will be facilitated where they will contribute to meeting local housing needs, enable innovation and raise environmental quality;
- e) New dwellings will be capable of being adapted to meet the needs of all people in line with the 'lifetime homes' standard;
- f) Higher densities will be sought particularly in the locations most accessible on foot, cycle and public transport, although increases in density should not detract from the traditional streetscape and built form where this is worthy of safeguarding.

POLICY 16: SUSTAINABLE URBAN EXTENSIONS

Master Plans will be produced for all sustainable urban extensions and should make provision for:

- a) A broad balance and range of housing choice, including both market and affordable housing;
- b) Variations in housing density with an overall minimum net density of 35 dwellings per hectare;
- c) A wide range of local employment opportunities that offer a choice of jobs and training prospects;
- d) An appropriate level of retail, leisure, social, cultural, community and health facilities that meet local needs but do not compete with the town centre;
- e) Nursery, primary and, where necessary, secondary educational needs;
- f) Access to well designed separate but overlooked cycleways (both off and on road) and walking routes serving the local facilities;
- g) Housing located within a maximum walking distance of 300m of a frequent, viable and accessible bus service;
- h) A design-led approach to the provision of car-parking space with the overall aim of reducing dependency on the private car;
- i) Measures to deliver a target of 20% modal shift away from car use over the plan period;
- j) A network of green spaces linking the area to the wider green infrastructure framework that provides for large-scale landscape enhancement, the conservation of important environmental assets and natural resources, biodiversity and formal and informal recreation areas;
- k) Development that respects the environmental character of its rural surroundings and existing townscape character. Particular attention should be given to the creation of a well designed and defined edge to development and a sensitive transition to adjoining areas in the wider countryside. Proposals will need to include plans for the long term use and management of these areas;
- l) Local waste management facilities and neighbourhood waste management facilities for the separation, storage and collection of waste, to increase the efficiency of its subsequent re-use, recycling and treatment.

Northamptonshire Minerals and Waste Development Framework: Core Strategy Development Plan Document (adopted May 2010)

Policy CS2: Spatial strategy for waste management

Northamptonshire's waste management network, particularly advanced treatment facilities with a sub-regional or wider catchment, will be focused within the central spine, and the sub-regional centre of Daventry. Development should be concentrated in Northampton, Wellingborough, Kettering, Corby and Daventry. Development in the smaller towns should be consistent with their local service role.

Facilities in urban areas should be co-located together and with complementary activities.

At the rural service centres, facilities with a local or neighbourhood catchment will provide for preliminary treatment in order to deal with waste generated from these areas.

In the rural hinterlands only facilities with a local or neighbourhood catchment providing for preliminary treatment, or that are incompatible with urban development, should be provided. Where it is the latter they should deal with waste generated from identified urban areas and be appropriately located to serve those areas.

Facilities in rural areas should, where possible, be associated with existing rural employment uses.

Northamptonshire Minerals and Waste Development Framework: Control and Management of Development DPD (adopted June 2011)

Policy CMD2: Development criteria for waste disposal (non-inert and hazardous)

Proposals for the disposal of non-inert or hazardous waste must demonstrate that:

- additional capacity is needed to deliver waste disposal capacity requirements,
- it clearly establishes a need for the facility identifying the intended functional role, intended catchment area for the waste to be disposed, and where applicable the requirement for a specialist facility,
- it is in general conformity with the principles of sustainability (particularly regarding the catchment area),
- the waste to be disposed of has undergone prior-treatment to ensure that only residual waste is disposed of, and
- disposal forms the last available management option.

Where this can be demonstrated, preference will be given to extensions of existing sites unless it can be shown that a standalone site would be more sustainable and better located to support the management of waste close to its source.

Appendix E – Defining reasonable carrying distances from storage to collection points

- E.1 In order to set appropriate guidance for “reasonable” distances for carrying or pulling caddies or wheelie bins respectively, reference has been made to the Health and Safety Executive’s “Manual Handling Operations Regulations 1992 (as amended) Guidance”. This sets out guidelines for carrying, pushing and pulling in the workplace, but similar standards/ guidance may be applied in the case of moving or carrying domestic waste storage facilities (i.e. wheelie bins or caddies).
- E.2 The Health and Safety Executive (HSE) states that there is no specific limit to the distance over which a load is pushed or pulled as long as there are adequate opportunities for rest or recovery. Nevertheless, the following guidelines are specified (Appendix 3):
- 10m maximum carrying distance where a load is held against the body and carried no further than about 10m without resting
 - For pushing or pulling loads, the HSE guidance assumes that the distance involved is no more than 20m
- E.3 It is a concern that sufficient guidance is provided to enable urban designers to set reasonable distances and routes by which wheelie bins may be pulled or pushed; or caddies carried. Nevertheless, it is equally important that standards are not overly prescriptive or inflexible. The HSE guidelines focus predominantly upon the carrying of items, given the vastly increased risk of injury from this type of activity.
- E.4 Critically, there is a need to provide and maintain clear uninterrupted routes for moving wheelie bins and other waste storage devices. In the case of pushing or pulling wheeled devices (in this case, wheelie bins), the HSE guidance focuses upon the presence of slopes as an important consideration. Indeed, the Guidance specifies that for a load of 400 kg and a slope of 1 in 12 (4.8°), the additional force required is 33 kg (330 Newtons); above the guideline weight for males and well in excess of the guideline weight for females.

Effect of slope angle on push force	
Slope gradient (degrees)	Push force (kg) increase per 100 kg of laden trolley weight
1	2
3	5
5	9
7	12
10	17.5

Source: HSE Manual Handling Operations Regulations 1992 (as amended) Guidance (Table 2)

- E.5 In practice, it is likely that the maximum weight for a fully loaded wheelie bin could be around 100 kg. This would require an additional 17.5 kg (175 Newtons) of force to push it up a slope of 10° (approximately 1 in 6); above the HSE guideline figure for women.

	Men	Women
Guideline figure for stopping or starting a load	20 kg (i.e. about 200 Newtons)	15 kg (i.e. about 150 Newtons)
Guideline figure for keeping the load in motion	10 kg (i.e. about 100 Newtons)	7 kg (i.e. about 70 Newtons)

Source: HSE Manual Handling Operations Regulations 1992 (as amended) Guidance (Appendix 3)

E.6 As a rough guide the HSE advises that:

- The amount of force that needs to be applied to move a load over a flat, level surface using a well-maintained handling aid is at least 2% of the load weight. For example, if the load weight is 400 kg, then the force needed to move the load is 8 kg (or 2 kg for a 100 kg load weight).
- On an uneven surface, the force needed to start the load moving could increase to 10% of the load weight (i.e. for a 100 kg load weight, the force needed to move the load is 10 kg).

E.7 Taking a mean, a force of 6 kg (60 Newtons) would be necessary to start or stop a 100 kg wheelie bin. Combining this mean force with the 20m HSE assumption and the women's guideline figure for stopping or starting a load, this would equate to a "reasonable" maximum distance of 50m (i.e. (15kg/ 6kg) x 20m) for a level surface. This would reduce to a maximum distance of 13m (i.e. (15kg/ 23.5kg) x 20m) for a 10⁰ (1 in 6) slope. Finally, on this basis and average or mean "reasonable" distance would equate to approximately **32m (35m, when rounded up to the nearest 5m).**

E.8 Broadly, the HSE Guidance indicates that for moving wheelie bins or similar, the terrain over which it is to be transported (i.e. gradients and surfaces) is more important than the distance that the bin needs to be moved. Nevertheless, these distances remain an important element of place making; particularly given the overall PPS1 design guidance (paragraph 35), that: "*High quality and inclusive design...means ensuring a place will function well*".