

Questions for the Options for Consultation on the Regional Spatial Strategy – Broad Locations for Waste Management Facilities

Introduction

This questionnaire has been made available in this format to enable you to think about or discuss your responses off line. Your comments can be recorded by completing SECTION 3 of this document. Please return to the consultation web site to up-load your final answers or post your responses to:

North West Plan Partial Review

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Section 1: Issues to be addressed

What are the key issues that need to be considered for the Partial Review?

1.1. Issues within the topic area

The Partial Review will predict future waste arisings for the various waste streams and apportion by waste planning authority area or sub-region where appropriate, using recently updated evidence. There is considerable debate underway about the findings from the broad locations for waste management facilities study¹ produced for the Assembly last year which is intended to provide the evidence base for the Partial Review. Moreover, an important matter that is currently being discussed amongst regional and sub-regional organisations are figures for commercial and industrial waste arisings featured in Table 9.3 of the proposed changes to RSS. It has come to the recent attention of the Assembly that the data presented originally to the Government Office regarding the Assembly's 2006/07 Commercial and Industrial Survey contained errors. The information within Table 9.3 therefore requires amendment which is currently subject to discussion between the parties concerned. Assembly officers consider it is critical that agreement is reached on the evidence base for waste issues to ensure that the Partial Review concentrates on the key matter of determining broad locations for waste management facilities. As a result it is intended that the waste arisings figures that feature in the final published RSS,

¹ Identification of Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities in the North West, Jacobs for NWRA (October 2007)

expected later this year, will be taken as a given for waste policy development in the Partial Review.

PPS10 notes that these figures should provide a 15 to 20 year projection, meaning predictions and associated policy should consider the period up until 2031. At present, there is some ambiguity concerning the models used to predict future waste arisings. Their accuracy is questioned due to the changing ways in which waste is created and dealt with. It is considered that projecting waste arising to 2026 (i.e. the 15 year time horizon) might prove more accurate and robust. The predicted waste arisings will be used, alongside national government policy on reducing and managing waste, to identify the number and types of facilities required up until at least 2026 and the broad location for their accommodation will be shown. Further work on localities within the broad locations is to be undertaken where necessary at District level (see Section 2 and sub-regional issues).

A related issue that merits further consideration as part of the implementation of the Partial Review is the development of a mechanism for cross authority working on waste apportionment and treatment issues. Currently, informal working relationships exist between adjacent areas and there would be benefit derived in developing a regional implementation framework that could support these relationships.

1.2. Links with other policy areas and any cross-cutting themes that should be considered.

Links with other policy areas being reviewed in the Partial Review

There are direct links with the review of housing issues and renewable energy that are set out in the Partial Review. There are direct consequences for waste management requirements that will occur as a result of any significant uplift in housing figures that may emerge from the Partial Review. Ongoing discussions are taking place with the Regional Technical Advisory Body (RTAB) that provides the Assembly with advice on waste issues to consider the implications of future housing growth.

In terms of the renewable energy matters, there are links with the potential contribution from energy from waste as part of the renewable energy mix. The current draft RSS includes indicative targets (see Table 9.6 in the Proposed Changes to RSS (March 2008)) for the contribution from energy from waste schemes.

Links to cross cutting themes which are the key spatial principles set out in the Panel Report (i.e. policies DP1 to DP8)

- DP1: Spatial Principles in particular, the need to promote sustainable communities; make the best use of existing resources and infrastructure;

promote environmental quality; and reduce emissions and adapt to climate change.

- DP2: Promote Sustainable Communities through fostering sustainable relationships between homes, workplaces and other concentrations of regularly used services and facilities and taking into account the economic, environmental, social and cultural implications of development and spatial investment decisions on communities.

Links to other regional strategies.

There is a need to consider the cross border movement of waste to and from neighbouring regions (Scotland, Wales, North East, Yorkshire and Humber, East Midlands and West Midlands).

Section 2: What has been decided

What parts of the policy/policies do we propose to keep unchanged in the Partial Review?

Currently we have developed policy based options that do not include detail on the potential requirement for waste management facilities. There is considerable debate underway about the findings from the broad locations for waste management facilities study produced for the Assembly last year which is intended to provide the evidence base for the Partial Review. Moreover, an important matter that is currently being discussed amongst regional and sub-regional organisations are figures for commercial and industrial waste arisings featured in Table 9.3 of the proposed changes to RSS. It has come to the recent attention of the Assembly that the data presented originally to the Government Office regarding the Assembly's 2006/07 Commercial and Industrial Survey contained errors. The information within Table 9.3 therefore requires amendment which is currently subject to discussion between the parties concerned. Assembly officers consider it is critical that agreement is reached on the evidence base for waste issues to ensure that the Partial Review concentrates on the key matter of determining broad locations for waste management facilities. As a result it is intended that the waste arisings figures that feature in the final published RSS, expected later this year, will be taken as a given for waste policy development in the Partial Review.

In terms of current RSS policy (as amended by proposed changes), it is anticipated that the following changes are likely:

- EM10: A Regional Approach to Waste Management will need to be updated to reflect the new time scales and associated targets.

- EM11: Waste Management Principle will remain unchanged.
- EM12: Locational Principles will remain unchanged.
- EM13: Provision of Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities will need significant amendment.

Any national, other regional or sub-regional issues where decisions have been taken or are expected soon that need to be flagged up in the options consultation?

England's Waste Strategy 2007 (WS2007) provides a number of updated targets to be taken into consideration as many are different from those found in the Regional Waste Strategy (RWS).

The RWS has one target (55% household recycling or composting by 2020) that exceeds the WS2007 and three targets that do not exist at the national level regarding commercial and industrial waste (recycling, growth and recovery). The Government has two targets (40% household recycling or composting and 53% recovery of the value by 2010) that exceed the RWS. In addition, the Government has four targets that do not exist at the regional level (household waste reduction 29% by 2010, 35% by 2015 and 45% by 2020 and recovery 75% of the value from municipal waste by 2020). Finally, the Government has an expectation that does not exist at the regional level for commercial and industrial waste to be reduced by 20% by 2010 based on 2004 levels.

Most notably, the RWS sets targets for preventing and managing commercial and industrial waste, which are missing from the national strategy. However, the regional strategy does not have any targets for preventing and managing household residual waste nor for reducing greenhouse gas emissions, which have been set at the national level. However, the region is currently developing regional greenhouse gas emissions reduction targets as part of the North West Climate Change Action Plan.

Sub-regional issues

There are six sub-regional waste planning documents that need to be accounted for in the development of the regional policy framework. In turn the sub-regional frameworks are required to be in 'general conformity' with RSS². Table 1 sets out the latest state of play with regard to the six development frameworks being undertaken at the sub-regional level.

Table 1: Waste Development Plan Document Progress

Sub-Region: Plan	Current Stage for Local Development Framework	Contact Information
Cheshire: Replacement Waste Local Plan	Adopted July 2007	http://www.cheshire.gov.uk/Planning/WasteLocalPlan
Cumbria: Minerals and Waste Development Framework	Submitted to Secretary of State March 2008. Consultation until end of May 2008	http://www.cumbria.gov.uk/planning-environment/planning/policy/minerals_waste/mwdf/mwdevframe.asp
Greater Manchester: Waste Development Plan Document	Stage 2 Issues and Options consultation to be undertaken in summer 2008	http://www.gmwastedpd.co.uk/
Lancashire (including Blackpool and Blackburn with Darwen): Minerals and Waste Development Framework	Independent Examination at the end of May 2008	http://www.lancashire.gov.uk/environment/lmwlp/lancsmwdf/index.asp
Merseyside (including Halton): Waste Development Plan Document	Preferred Options consultation expected in autumn 2008	http://www.wasteplanningmerseyside.gov.uk/site.do?id=4
Warrington: Waste Development Plan Document	Undertaking initial stages of work to prepare a Waste Development Plan Document	http://www.warrington.gov.uk/Environmentandplanning/Local_Development_Framework/

² See Planning Policy Statement 12 – Local Development Frameworks, Office for the Deputy Prime Minister (2004)

Section 3: Options for Consultation

What are the options that need to be consulted upon in the Partial Review?

Option 1: Regional Approach

This option would provide a 15 year projection of waste arisings (until 2026) and identifies at a regional level the number and types of regional scale facilities required. It would also provide for a regional picture of the broad location of such facilities. In essence, this option would set out an approach for regional scale facilities that would be of sufficient scale to manage waste arisings from across the region. In summary this approach will;

- use the figures for waste arisings to 2020 (Table 9.3) that will feature in the final published RSS (expected in summer 2008) as an agreed given;
- predict future waste arisings until 2026;
- apportion waste arisings by sub-region/waste planning authority area;
- identify the number and types of regional scale facilities required by the region; and
- identify the broad locations for such facilities.

Question 1

1.1. Do you agree with the above option?

- | | |
|------------|--------------|
| Yes | (go to 1.1a) |
| In part | (go to 1.1c) |
| No | (go to 1.1b) |
| Don't know | (go to 1.1c) |

1.1a. If so why?

1.1b. If not, why not?

1.1c. Please explain your answer to Question 1.1?

1.2. What other policy changes are required to RSS to deliver this option and why?

1.3. In taking forward this option, what are the implications for:

A) Delivery?

B) Infrastructure provision?

C) Community and social issues?

D) Environment?

E) Economy?

Option 2: Sub-Regional Approach

This option would provide a 15 year projection of waste arisings (until 2026) and would identify the number and types of facilities required for each sub-region (Cumbria, Lancashire, Greater Manchester, Merseyside and Cheshire). In essence this would be examining the potential for sub-regions to provide for waste management facilities that address the waste arisings within each sub-region. It will also provide a sub-regional picture of the broad locations for such facilities. In summary this approach will;

- use the figures for waste arisings to 2020 (Table 9.3) that will feature in the final published RSS (expected in summer 2008) as an agreed given;
- predict future waste arisings until 2026;
- apportion by sub-region/ waste planning authority area;
- identify the number and types of facilities required by each sub-region; and
- identify the broad locations for such facilities within each sub-region.

Question 2

2.1. Do you agree with the above option?

- Yes (go to 2.1a)
- In part (go to 2.1c)
- No (go to 2.1b)
- Don't know (go to 2.1c)

2.1a. If so why?

2.1b. If not, why not?

2.1c. Please explain your answer to Question 2.1?

2.2. What other policy changes are required to RSS to deliver this option and why?

2.3. In taking forward this option, what are the implications for:

A) Delivery?

B) Infrastructure provision?

C) Community and social issues?

D) Environment?

E) Economy?

Option 3: Varied Time Scale

This option would take either a Regional or Sub-Regional approach to apportionment of waste, identification of the number of facilities required and their broad locations

as discussed in options 1 and 2 above, however it would provide projections for a 20 year period (until 2031) rather than a 15 year period (until 2026).

Question 3

3.1. Do you agree with the above option?

- Yes (go to 3.1a)
- In part (go to 3.1c)
- No (go to 3.1b)
- Don't know (go to 3.1c)

3.1a. If so why?

3.1b. If not, why not?

3.1c. Please explain your answer to Question 3.1?

3.2. What other policy changes are required to RSS to deliver this option and why?

3.3. In taking forward this option, what are the implications for:

A) Delivery?

B) Infrastructure provision?

C) Community and social issues?

D) Environment?

E) Economy?

Section 4: Sustainability Appraisal/ Habitats Regulations Assessment/ Equalities Impact Assessment/ Health Impact Assessment/ Rural Proofing considerations

The waste management options should:

- Reduce waste generation and improve resource efficiency;
- Minimise waste; and
- Increase re-use, recycling and recovery.

The region therefore faces several key challenges:

- The NW generates the highest amount of household waste, is the second largest generator of industrial waste and the third largest generator of commercial waste in England.
- The NW presently exports the majority of its waste to landfills outside of the region.
- Levels of recycling are improving but are still half of those in other parts of the country.

Locational options for waste management facilities are key in the Partial Review. Performance across the region is not constant and certain geographical areas may perform better or worse than the regional average.

In light of these issues, when generating options for waste the principle priority should be the protection of human health and the environment against harmful effects caused by the collection, transport, treatment, storage and tipping of waste.

In doing so the Partial Review will need to take consider specific aspects of the following documents.

<p>PPS9: Biodiversity and Geological Conservation (August 2005)</p>	<p>The increased spatial scope of the Partial Review means that there will be increased accuracy as to where impacts will be felt for waste, renewables and housing.</p>
<p>PPS10: Planning for Sustainable Waste Management (July 2005)</p>	<p>Options in the Partial Review need to correspond with locational criteria in Annex E.</p> <p>Waste management should be considered alongside other spatial planning concerns.</p> <p>The planned provision of new capacity and its spatial distribution need to be based on clear policy objectives, robust analysis of available data and information, and an appraisal of options.</p> <p>The pattern of waste management facilities should look forward over a sufficient period to prove attractive to investment but not constrain movement up the waste hierarchy.</p> <p>Need to identify the broad locations where the</p>

	<p>pattern of waste management facilities should be accommodated taking into account:</p> <ul style="list-style-type: none"> ~ any need for waste management, including for disposal of the residues from treated wastes, arising in more than one waste planning authority area but where only a limited number of facilities would be required; and, ~ the extent to which existing, and consented waste management capacity not yet operational, would satisfy any identified need
<p>Waste Strategy for England 2007 (May 2007)³</p>	<p>Need to consider how can support the main elements of the new strategy:</p> <ul style="list-style-type: none"> ~ incentivise efforts to reduce, re-use, recycle waste and recover energy from waste; ~ reform regulation to drive the reduction of waste and diversion from landfill while reducing costs to compliant businesses and the regulator; ~ target action on materials, products and sectors with the greatest scope for improving environmental and economic outcomes; ~ stimulate investment in collection, recycling and recovery infrastructure, and markets for recovered materials that will maximise the value of materials and energy recovered; and ~ improve national, regional and local governance, with a clearer performance and institutional framework to deliver better coordinated action and services on the ground.

³ Defra (2007) Waste Strategy for England 2007. Available from:
<http://www.defra.gov.uk/environment/waste/strategy/>