

# Waste Management Policies in the Draft RSS



## Explanation of Tables 11.3 to 11.5 in the RSS

### **1 Non Hazardous Commercial and Industrial Waste (Table 11.3)**

1.1 Considerable uncertainties remain about the scale of industrial and commercial waste production. The Regional Technical Advisory Board (RTAB) report of July 2001<sup>1</sup> concluded commercial waste in the region would increase by 1% per annum. In parallel, there would be a decline in the growth rate of industrial waste by 0.5% per annum based on the decline in the traditional manufacturing base of the North West economy. The net effect of this would be virtually no overall growth in the combined total of commercial and industrial waste by year 2020.

1.2 The Environment Agency's survey of 2003<sup>2</sup> showed that waste from commercial and industrial sectors in the North West totalled 8.3 million tonnes consisting of 4.5 million tonnes of industrial waste and 3.8 million tonnes of commercial waste. According to the survey there was an overall fall in the level of commercial and industrial waste of 13% compared with 1998/99 figures. Industrial waste fell by 23% whilst commercial waste grew by 3% over the four year period. Within the commercial classification the only sectors registering growth were in retail and wholesale.

1.3 Increased costs, reduced landfill capacity and legislative requirements for treatment are predicted to result in increased recycling and a demand for new treatment capacity for commercial and industrial waste.

1.4 The annual capacity requirement for the management of non-hazardous commercial and industrial waste is given as defined in Table 11.3 of the draft RSS. These indicative capacity estimates are primarily based upon existing waste management patterns and the achievement of the Regional Waste Strategy targets. Capacity requirements are given for each Waste Disposal Authority (WDA) sub-region. The precise mix and size of these facilities will vary over time in the light of uncertainties about the required specifications arising from the ongoing implementation of Producer Responsibility legislation. In addition, economic factors such as the landfill tax escalator together with the constraints of legislative requirements will have an impact on capacity.

1.5 Many of the new facilities are likely to be specialised and regionally or inter-regionally strategic in nature. Examples of such specialised facilities

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<sup>1</sup> North West RTAB Waste Management Technical Report, July 2001.

<sup>2</sup> Strategic waste management 2002-2003, Commercial and Industry waste survey 2002-2003

would include those dealing with waste Electrical and Electronic Equipment, Clinical Waste Treatment and other specific hazardous waste. Furthermore, energy recovery may provide the most sustainable option for some waste materials. In accordance with the guidance in PPS10 small scale industrial facilities may be located within existing industrial development in urban areas. However, the evidence base on which to go beyond this position in terms of broad location and pattern of facilities is weak. Inadequate evidence includes defining projected waste arisings and changes in the structure of industrial and commercial waste arisings and movements.

## **2 Hazardous Waste (Table 11.4)**

2.1 There are significant uncertainties in planning for the future management of hazardous waste. Table 11.4 of the draft RSS is based on the existing definition of special waste; however these figures are likely to underestimate the future requirements for the number and type of site provision. New Hazardous Waste Regulations<sup>3</sup> only came into force in 2005 and information on waste quantities under the new regime is not yet available from the Environment Agency. These changes in the definition of hazardous waste together with the requirement for pre-treatment of hazardous waste may increase the demand for new waste treatment facilities and capacity.

## **3 Municipal Waste (Table 11.5)**

3.1 The indicative capacity requirements for municipal waste set out in Table 11.5 are intended to assist local authorities and developers. The table sets out the various regional requirements for a range of municipal waste management facilities in order to meet EU, national and regional targets. These requirements are based on information from the North West RTAB.

3.2 Assumptions made in compiling the table include;

- Waste growth is in line with RWS targets.
- Recycling and composting is within RWS projections with a ceiling of 15% of total municipal waste arisings for composting.
- Composting includes all processes providing biological treatment of source segregated organic materials including windrow composting, in vessel composting and anaerobic digestion.
- Residual waste treatments include Mechanical / Biological Treatment (MBT), Solid Recovered Fuel (SRF), Energy from Waste (EfW) (mass burn), Anaerobic Digestion together with new technologies under research and development.
- Residual waste treatment provided for waste above the landfill allowance limits 2010 and subsequently for all residual waste.
- Products of residual waste treatment require addition treatment capacity 2015/2020

### ***Waste Growth***

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<sup>3</sup> Hazardous Waste (England and Wales) Regulations 2005

3.3 Based on information from the North West RTAB<sup>4</sup>, Table 11.5 forecasts the amount of domestic waste likely to arise between 2005 and 2020 and provides a guide for local authorities and developers as to the way it can be managed. The rate of municipal waste growth has significantly reduced from the 3% per annum projected in the first RTAB technical waste management report (2001). Municipal waste growth rates have been less than the 2% annual increase target for 2006 set in the Regional Waste Strategy 2004. The growth in municipal waste arisings over the 3 years from 2001/2-2004/5 was less than one percent. This reduced rate of growth has a favourable impact on the long term baseline and if this trend is maintained the requirements for new municipal waste management capacity will be reduced.

### ***Composting and Materials Recovery Facilities (MRF)***

3.4 Composting and MRF facilities are estimated on the basis of meeting the recycling and composting target of 55% by 2020. The values given in table 11.5 are indicative only and the scale mix of facilities will be determined at the local level. It is anticipated that waste collection and disposal authorities will seek to reach high levels of recycling and composting through source segregation within the early and medium stages of the strategy thus it is anticipated that most of this new infrastructure will be in place by 2015.

### ***Residual Waste Treatment***

3.5 In developing their municipal waste strategies WDAs within the North West region have opted for treating residual waste (after dry recyclable wastes have been source separated for recycling) using technologies that are described as Mechanical / Biological Treatments (MBT). Energy recovery from SRF can take place either in purpose built plants to provide local heat and power or in existing plants such as coal-fired power stations or cement kilns as a substitute for fossil fuels. Alternatively, further treatment of the organic residues from MBT processes by additional composting or anaerobic systems can considerably reduce the quantity of residual waste disposed of to landfill.

3.6 Residual waste treatment facilities of various types will be required to provide sufficient capacity to treat not only the identified residual waste quantities but also the products of the secondary treatments. Almost all of the treatment requirements for residual waste identified for years 2010, 2015 and 2020 will be new capacity.

3.7 The indicative value given for residual waste treatment capacities takes into account the potential requirements for primary, secondary and in some cases tertiary treatments of residual waste treatment produces. Such capacity may be provided as adjacent processes or at separate sites. The draft RSS waste policies also allow for sharing treatment capacity between the municipal and commercial and industrial waste streams. This may result in economies

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<sup>4</sup> RTAB Annual monitoring report 2005

of scale and help to achieve greater recycling and recovery from the commercial and industrial sector.

3.8 The method of residual waste treatment chosen by any individual WDA or partnership will significantly affect the total quantity of treatment capacity provided. Consequently, treatment that relies on mass burn energy from waste will require significantly less secondary treatment than an MBT process which produces Refuse Derived Fuel for energy recovery. Thus the scale and type and mix of these facilities will vary over time and will be dependant upon the success of waste minimisation, recycling and composting initiatives and the development of new technologies and strategies for waste management.

3.9 Therefore, the indicative capacity values given in Table 11.5 provide a ceiling for LPAs so they are able to account for their local circumstances and opportunities.

3.10 The indicative values given in Table 11.5 are the product of residual waste treatment (e.g. MBT) + secondary treatment (e.g. energy recovery from RDF) + any tertiary residue treatment \* allowance for normal operational efficiency below theoretical design capacity. If residual waste =100 then treatment capacity = 100 + 50% residual waste products +10% secondary residue treatment and pollution abatement \*120% = 192.

### ***Landfill***

3.11 The indicative requirements for landfill capacity for residual municipal waste are based on the landfill allowance for biodegradable municipal waste for each of the Waste Disposal Authorities within the North West region under the Landfill Allowance Trading Scheme (LATS). The landfill capacity required for this tonnage allowance is a calculation of the total tonnage of waste that would be deposited (the biodegradable content is assumed to be 68% which is the nominal percentage used under LATS). The density of emplaced waste is estimated at 0.8 tonnes per m<sup>3</sup>. Additional capacity allowance of 15% is made for non biodegradable municipal waste and site engineering.

3.12 Ongoing updates from the developing Municipal Waste Strategies across the region indicate that by 2015 most of the residual municipal waste produced in the region will be subject to treatment. The proposed treatment processes are anticipated to produce treated residues for landfill for which no further use of effective treatment can be given. These residues may require less landfill than the formal allowances under LATS if the treatment processes prove to be effective.

### **What are the current administrative arrangements for waste disposal?**

4.1 Local authorities have responsibilities for the management of municipal waste which is discharged through their roles as Waste Collection and Waste Disposal Authorities. In most of the North West two tier arrangements prevail.

4.2 The Waste Disposal Authority (WDA) at county or metropolitan level has

responsibility for the management of collected municipal waste and the production waste management strategies. The district and unitary authorities are responsible for waste collection and recycling plans. The metropolitan WDAs of Greater Manchester and Merseyside are constituted under statutory joint working arrangements. However, Wigan is not included within the WDA responsibilities for Great Manchester.

4.3 The unitary authorities of Blackpool, Blackburn, Halton, Warrington and Wigan have single tier responsibility for both collection and disposal authority roles. Blackpool and Blackburn have partnership and service delivery arrangements that reflect the historic links with Lancashire.

4.4 Sub regional Waste Management Authority strategies and recycling plans provide the framework within which the municipal waste management infrastructure and services delivery is developed. They set a framework for private sector contractors who deliver waste services.

**What is the amount of any waste exported out of the region, and where does it go?**

***Municipal Waste***

5.1 Greater Manchester currently exports approximately 450,000 tonnes per annum to Roxby in Humberside. The waste is carried by rail.

***Recycling***

5.2 Glass is transferred mainly to Yorkshire for processing and a significant quantity of paper is exported to Shotton in North Wales. The North West is a net importer of aluminium (2m tonnes reprocessing capacity) and plastics. It is self sufficient in wood processing.

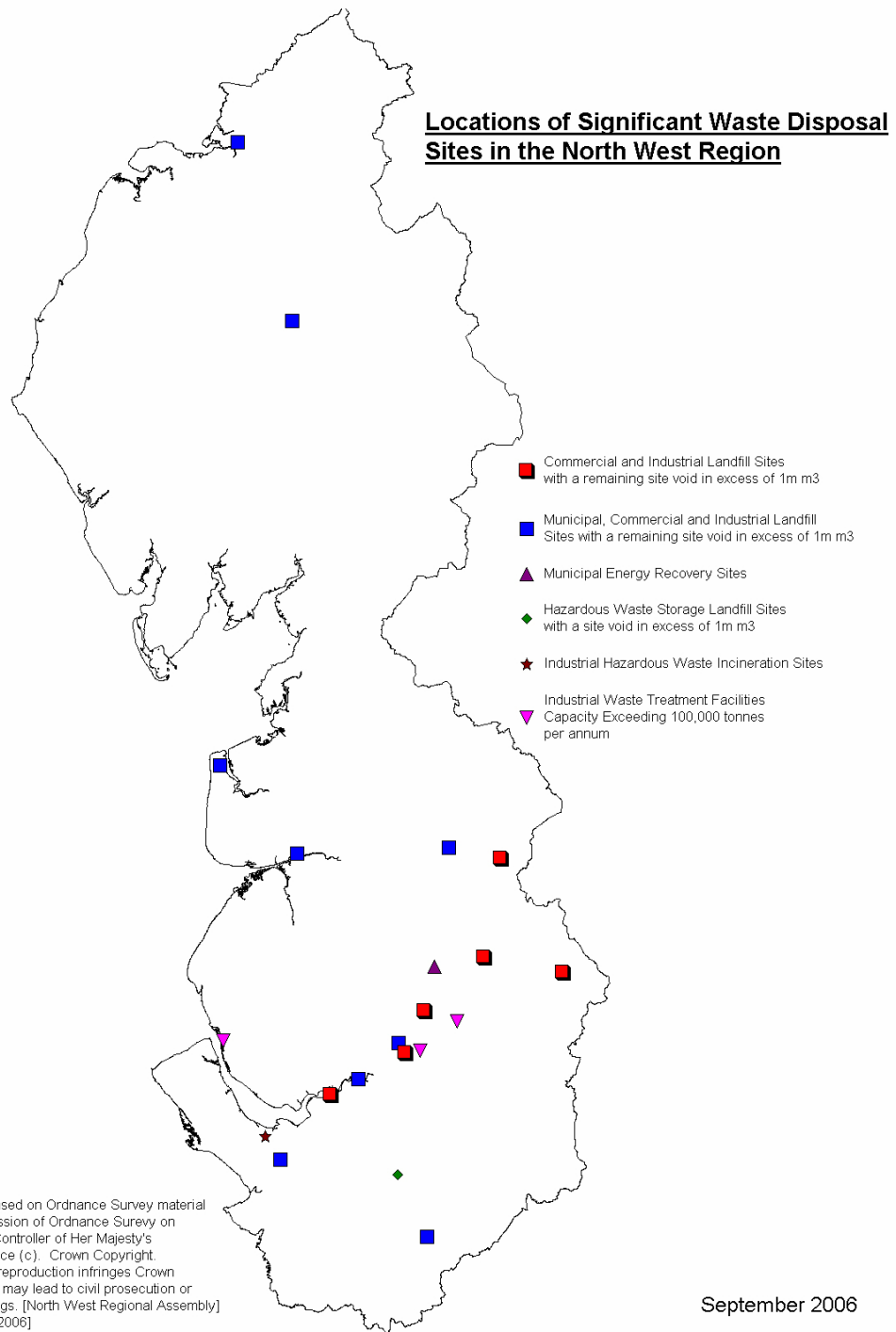
***Hazardous Waste***

5.3 The North West is a net importer of hazardous waste 168,000 tonnes of hazardous waste was exported whilst 330,000 tonnes was imported (2003/4 figures)

**What and where are current facilities (on a map).**

6.1 The attached map shows the locations of significant waste disposal sites in the North West region.

# North West Regional Assembly Panel Briefing Paper 10 Waste Management Policies in the Draft RSS (September 2006)



**How will the RSS affect current arrangements?**

7.1 Under current arrangement the North West remains heavily dependant on landfill for the disposal of both municipal and commercial and industrial waste. The current arrangements are unsustainable and therefore wholesale changes are required which will materially affect planning policy and land use provisions.

7.2 The RSS waste management policies will contribute to the sustainable development of the North West. These policies will encourage the development of new waste management systems that will reduce waste generation and increase resource efficiency. At the same time the policies will provide the planning policy framework within which the required investments in recycling, composting, recovery and treatment processes can be made. The policies provide a strong incentive for reducing the production of waste as the highest priority and also a strong direction in moving the provision of new waste facilities up the waste hierarchy.

7.3 RSS waste policies promote the consideration of sustainable waste management in all new development, redevelopment and regeneration. The policies will minimise waste in construction and by design facilitate recycling through source segregation, storage and collection.

7.4 Provision of material recycling facilities and composting facilities will be significantly increased as will the development of treatment and processing facilities for dealing with residual waste. New facilities for processing of recycle are also anticipated.

7.5 The requirement for new facilities for municipal waste is driven by municipal waste management strategies underpinned by the landfill directive and constraints on landfill under the LATS. Waste disposal authorities within the region in general are proposing to develop new recycling and residual waste treatment facilities within their own areas of responsibility. The development is in accordance with the RSS policies principles of managing waste close to the place of production. The RSS policies recognise that strategic facilities may be the most sustainable option for the processing of treatment products and promotes partnership working to develop optimum solutions. However, the location of such strategic facilities could be within the metropolitan areas or the corridor between them. Consequently, the specification of location to one specific waste planning authority would not be appropriate at this point in time.

7.6 The RSS also projects that new recycling and treatment facilities will also be needed for commercial and industrial waste. Waste transfer and sorting facilities are likely to be required at a local level. The development of sustainable specialised recycling facilities and waste treatment processes are likely to be more strategic in nature. The facilities will service catchments that are determined by the logistic of the commercial and industrial processes they serve rather than administrative boundaries. These types of facilities are appropriate for developed industrial locations and could be within the

metropolitan areas or the corridor between them. Consequently, the specification of location to one specific waste planning authority would not be appropriate at this point in time.

7.7 The RSS policies recognise that additional landfill capacity will be needed. However, the RSS waste management policies will significantly reduce the land take required for landfill developments compared with historic trend that has accompanied the heavy reliance on landfill disposal. The Banks report <sup>5</sup> identifies that whilst landfill facilities are in less developed areas (particularly Cheshire and South Lancashire) such an approach is unlikely to be 'absolute', in so far as some opportunities will exist for landfill sites in the more developed authorities.

### **How does it relate to Local Development Framework (LDFs)?**

8.1 RSS is part of the statutory development plan for every local authority in the North West. Each LDF is required to be in general conformity with the waste policy provisions of the RSS. Specific waste planning applications will be considered against the provisions of the RSS waste policies and the relevant LDF documents.

8.2 LDFs must have regard to the RSS with respect to the development of specific waste management provisions and facilities and also with respect to the wider waste sustainable management implications that should be considered in every type of new development, redevelopment and regeneration project.

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<sup>5</sup> The Location of Future Waste Management Facilities in the North West 2004 (A Research Project to Identify the Key Locational Criteria for the Development of Future Waste Management Facilities and Application of the Criteria to define Areas of Search)