

WIRRAL COUNCIL

CABINET – 4<sup>th</sup> February 2010

REPORT OF THE DEPUTY CHIEF EXECUTIVE AND DIRECTOR OF CORPORATE SERVICES

## **JOINT MERSEYSIDE WASTE DEVELOPMENT PLAN DOCUMENT – APPROVAL OF PREFERRED OPTIONS**

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### **EXECUTIVE SUMMARY**

The Council is a joint partner in the preparation of a Joint Merseyside Waste Development Plan Document with the Councils for Liverpool, Knowsley, Sefton, St Helens and Halton. The Council is being asked to approve the content of a Draft Preferred Options Report to be published for public consultation in February 2010, which identifies sites that may become future allocations. This is one of the last stages of consultation before the final Waste DPD is published and submitted to the Secretary of State for Public Examination.

This report considers the proposed preferred options in relation to Wirral, which includes one site at Cammell Lairds and two existing sites at Wallasey Bridge Road, Bidston as having potential for new built facilities to deal with waste transfer and recycling. An agreed sub-regional Core Report is attached to explain the overall content of the proposed consultation document and to set out the recommendations to be considered by each of the partner Councils. This report to Cabinet, therefore, only concentrates on specific information related to Wirral.

This report asks Cabinet to recommend to Council that recommendations (i), (ii) (iii) and (v) at paragraph 11 in the Core Report are agreed and authorise the Waste DPD Team to make editorial changes to enable public consultation to take place on the Preferred Options Report. Approval of the Preferred Options Report will require a specific resolution of Full Council.

### **1 Background**

- 1.1 Cabinet on 30 June 2005 agreed to the preparation of a Merseyside Waste Joint Local Development Document in partnership with the Councils for Liverpool, St Helens, Knowsley and Sefton (Minute 80 refers). Cabinet on 19 October 2006 agreed for the partnership to be extended to include Halton Council (Minute 126 refers).
- 1.2 The preparation of the joint Waste DPD is managed on behalf of the six districts by a specialist unit within the Merseyside Environmental Advisory Service (MEAS); the Council's retained environmental advisors. The reason for producing a Waste DPD on a joint basis is to provide a consistent approach for dealing with waste-related planning applications across the six local authorities, to achieve economies in the use of specialist staff and to reduce the length and number of formal Examinations of the final documents.

- 1.3 In the previous stages of preparation, public consultation on an Issues and Options Report was approved by Cabinet on 14 December 2006 (Minute 185 refers) and was undertaken during March and April 2007. The Council's response was approved by Cabinet on 28 March 2007 (Minute 316).
- 1.4 This was followed by public consultation during November 2008 and January 2009 on a Spatial Strategy and Sites Report (Cabinet, 16 October 2008, Minute 236 refers). The Council's response to the Spatial Strategy and Sites Report was agreed by Cabinet on 10 December 2008 (Minute 303 refers).
- 1.5 The next stage has now been reached and the Council are being asked to approve a series of preferred options, in relation to future policies for waste management, site allocations and development management for the sub-region, to allow public consultation to take place in February and March 2010. A copy of the draft Preferred Options Report is attached to this report. A summary of the content of the Preferred Options Report is set out below.
- 1.6 The Waste DPD will replace the policies for waste management contained in section 17 of the Unitary Development Plan for Wirral adopted in February 2000.

## **2 Draft Preferred Options Report**

- 2.1 The Draft Preferred Options Report (the PO Report) seeks to summarise the progress made so far and to set out the conclusions that have been reached based on the most up-to-date technical evidence available, including a sustainability appraisal. In summary, the PO Report presents:
  - an assessment of needs and site requirements;
  - preferred options for waste management, landfill and energy from waste;
  - preferred options for land allocations for new build facilities; and
  - preferred options for development management policies, which would set criteria for assessing planning applications at allocated and unallocated sites.
- 2.2 Consultation Questions are included, related to the vision; strategic objectives; proposed strategy; spatial strategy; waste prevention and resource management; the design and layout of new development to provide for sustainable waste management; the design of new waste management facilities; the sustainable transport of waste; net self sufficiency; energy from waste; preferred sites for sub-regional and district level facilities; the identification of further areas of opportunity; preferred sites for landfill; development management policies for planning applications outside allocated sites; site safeguarding; the restoration and aftercare of landfill sites; general waste management development criteria; and implementation and monitoring.

### ***Proposed Sub Regional Site Allocations***

- 2.3 One larger sub-regional site per district has been identified in the PO Report. For Wirral, this is the former car parking/storage area (5.9ha) at the former Cammell

Laird Shipyard adjacent to the Shell UK Oil Terminal at Campbeltown Road in Tranmere. The former workshops are not now being considered. The uses now proposed for this site include:

- a waste transfer station;
- a re-processor – for example for glass recovery or recycling to produce material for road stone.
- a primary treatment facility that could separate and treat recyclable material for re-processing and make biodegradable products such as solid fuel and compost. This could be done through mechanical biological treatment, anaerobic digestion and in vessel composting.

These uses are likely to be contained within an enclosed industrial-type building similar to the approach taken at the existing Materials Recycling Facility at Bidston.

### ***Proposed District Level Site Allocations***

- 2.4 The same uses are also proposed for two smaller district level sites at Wallasey Bridge Road, Bidston, which have the capacity to accommodate additional facilities. These sites are existing waste management facilities, which the Council identified as suitable, in line with existing consents, at the previous stage of consultation.
- 2.5 A site schedule showing the boundary to the sub-regional and district level sites can be found on pages 79 to 122 of PO Report.
- 2.6 The table below sets out the changes for sites in Wirral since the previous Spatial Strategy and Sites Report:

<b>Spatial Strategy &amp; Sites Report Dec 08</b>	<b>Ward</b>	<b>Site Type</b>	<b>PO Report Jan 10</b>
Former Graving Docks, Beaufort Road	Bidston & St James	Sub-regional	
Mersey Waste Holdings, Wallasey Bridge Road	Bidston & St James	District	Mersey Waste Holdings, Wallasey Bridge Road
George Major, Wallasey Bridge Road	Bidston & St James	District	George Major, Wallasey Bridge Road
Cleared site, Tees Street, Beaufort Road	Bidston & St James	District	
Bromborough Dock North Landfill, Dock Road South	Bromborough	Landfill/landraise	
Irby Quarry, Irby Mill	Greasby Frankby and Irby	Landfill/landraise	
North Wirral Brickworks, Carr Lane, Moreton	Hoylake and Meols	Landfill/landraise	
Moreton Landfill, Old Brickworks, Tarran Way, Moreton	Moreton West & Saughall Massie	Landfill/landraise	

<b>Spatial Strategy &amp; Sites Report Dec 08</b>	<b>Ward</b>	<b>Site Type</b>	<b>PO Report Jan 10</b>
Prenton Quarry, Prenton Dell	Prenton	Landfill/landraise	
Lower Farm, Roman Road/Prenton Dell Road, Prenton	Prenton	Landfill/landraise	
Former Southern Car Park, Cammell Lairds	Rock Ferry	Sub-regional site	Former Southern Car Park, Cammell Lairds
Old Workshops, Cammell Lairds	Rock Ferry	Sub-regional site	
Old Joiners Shop, Cammell Lairds	Rock Ferry	District site	
Global Environmental Recycling, Maritime Business Park, Campbeltown Road	Rock Ferry	District site	
Former Tip, Oakdale Road	Seacombe	District site	
North West of Old Gorsey Lane	Seacombe	District site	

### ***Spatial Pattern for Additional Small Scale and Re-Processing Sites***

- 2.7 Preferred Option PO8 (page 127 of the PO Report) would place a presumption in favour of waste reprocessing and other small scale facilities within the vicinity of existing clusters of waste uses and the sub-regional and district level sites which are within industrial areas across the sub-region subject to meeting a criteria based policy and providing a site selection justification.
- 2.8 The alternative option AO8 (page 128 of the PO Report) is to identify areas of search with boundaries identified on an allocations map. Difficulties in identifying boundaries and potential perception of blight are cited as reasons for not promoting the alternative option.
- 2.9 The only areas identified in Wirral are the industrial areas to the north of the West Float at Seacombe and around Cammell Lairds at Tranmere. Each Council has at least one of these areas identified within its boundaries.

### ***Additional Household Waste Reception Centres***

- 2.10 The Merseyside Waste Disposal Authority has identified a need for additional household waste reception areas in Wirral and Liverpool. It is, therefore, proposed to include a new policy that would enable a new site to be identified within 3km of the existing facility at Clatterbridge (PO9, page 131 of the PO Report). The proposed new facility would replace the existing HWRC facility at Clatterbridge.

### ***Landfill Sites***

- 2.11 No landfill sites are proposed within Wirral.

## ***Energy from Waste***

- 2.12 No new allocations for Energy from Waste (EfW) are proposed. The preferred Policy Options at PO6 (page 66 of the PO Report) and PO7 (page 69 of the PO Report) are to rely on existing consents and facilities within the sub region and adjoining area.
- 2.13 The alternative option (AO7.1, page 70 of the PO Report) is to identify an additional site from the pool of sub-regional sites. This is not the preferred option. The PO Report, paragraph 6.76 specifically indicates that regeneration issues, air quality, poor local health, and the topography in relation to housing would constrain the practicality of EfW at the Cammell Laird site.
- 2.14 Table 6.1 (page 65 of the PO Report) shows that the sub-region currently has more than 1 million tonnes of consented capacity for EfW. The list includes the existing consent for a gasification process at the 6.08ha site for Biossence at Eastham.

## **3 Consultation Arrangements**

- 3.1 Consultation on the PO Report is planned over a six-week period starting on 18<sup>th</sup> February 2010, to the standards set out in the Council's adopted Statement of Community Involvement (December 2006).
- 3.2 Copies of the consultation documents will be placed for inspection, free of charge, in public libraries throughout the Borough and at the public counter of the Technical Services Department, as well as on the internet through the Waste DPD website at <http://www.wasteplanningmerseyside.gov.uk/site.do>.. A link to the Waste DPD website will also be placed on the Council's website. Notification letters will be sent to all the contacts on the Council's Local Development Framework database and to the neighbours of three remaining site specific proposals. A public meeting to provide further information on the Waste DPD will also be arranged to take place within each district. The reserve date for Wirral is the evening of the 25<sup>th</sup> of March in the Civic Hall at Wallasey Town Hall.
- 3.3 Comments will be able to be submitted to MEAS, in writing, by letter, fax or e-mail or through the on-line consultation system thorough the Waste DPD website at <http://www.wasteplanningmerseyside.gov.uk/site.do>.

## **4 Directors Comments**

- 4.1 The publication of the Preferred Options Report will be the final stage where significant changes can be considered before the Waste DPD is published and submitted to the Secretary of State for public examination by an independent Planning Inspector. The target date for adoption is currently April 2012. Further consultation will take place to enable representations on the soundness of the document to be considered prior to submission to the Secretary of State.
- 4.2 The recommendations that are being considered by each of the partner Councils are asking Members to approve and endorse the technical content of the PO Report as well as the proposed policies and site allocations. From this point on, the Waste DPD will be treated as the Council's own document.

- 4.3 It is recommended that recommendations (i), (iii), (iii) and (v) set out at paragraph 11 in the Core Report attached to this report should be supported and that the PO Report should be referred to full Council for approval for public consultation. The Borough Solicitor has advised that recommendation (iv) is altered to authorise, rather than delegate, the Waste DPD Team to make editorial changes.

## **5 Financial Implications**

- 5.1 Funding of £48,563 for 2009/10 can be met from existing resources. Estimated funding of £53,394 for 2010/11 and £74,139 for 2011/12, which includes an estimated provision of £35,000 as Wirral's contribution to the cost of the Examination in Public will need to be considered as a growth item at the appropriate time if insufficient funding is identified. These figures may be offset by the annual award of Housing and Planning Delivery Grant. Previous expenditure on the Waste DPD has included £62,988 in 2005/06, £64,554 in 2006/07, £61,994 in 2007/08 and £78,636 in 2008/09. Any future funding will be subject to the further approval of Cabinet.
- 5.2 Any delay in approving the PO Report could lead to public consultation being delayed until after the May Elections. An extended programme of preparation could have further resource implications.
- 5.3 Providing new sites for waste management facilities will support the infrastructure needed to meet landfill diversion targets. The Merseyside authorities will meet any costs for the management of municipal waste through the annual MWDA levy. There are severe financial penalties for authorities that exceed targets for landfill diversion.

## **6 Staffing Implications**

- 6.1 There are no staffing implications arising directly out of this report.

## **7 Equality Impact Assessment**

- 7.1 An Equality Impact Assessment will be completed by MEAS and published alongside the PO Report.

## **8 Community Safety Implications**

- 8.1 The identification of sites for waste management uses can have community safety implications.
- 8.2 A Health Effects of Waste Management Report was provided alongside the consultation on the previous Spatial Strategy and Sites Report (Cabinet 10 December 2008 refers)

## **9 Local Agenda 21 Implications**

- 9.1 The emerging joint Waste DPD has been subject to an ongoing statutory sustainability appraisal, which is reported at relevant places with the PO Report.

## **10 Planning Implications**

- 10.1 The joint Waste DPD, when adopted in April 2012, will form part of the statutory Development Plan for the Borough. In the meantime, the evidence base for the emerging joint Waste DPD will be capable of being a material consideration in the determination of individual planning applications.

## **11 Anti-Poverty Implications**

- 11.1 There are no anti-poverty implications arising from this report.

## **12 Human Rights Implications**

- 12.1 There are no human rights implications arising from this report.

## **13 Social Inclusion Implications**

- 13.1 Social inclusion implications will be contained within the Equality Impact Assessment, which will accompany the PO Report.

## **14 Local Member Support Implications**

- 14.1 The Preferred Options Report will be of interest to all Ward Members.
- 14.2 The sites listed in the Preferred Options Report for built facilities and the areas listed for small scale and re-processing facilities fall within the following Wards:

Site Ref	Site Name	Ward
W2215	Mersey Waste Holdings, Wallasey Bridge Road	Bidston & St James
W0180	George Major, Wallasey Bridge Road	Bidston & St James
W0360	Former Southern Car Park, Cammell Lairds	Rock Ferry
PO8/AO8	Industrial Areas Associated with Cammell Lairds Shipyard, Tranmere	Rock Ferry, Birkenhead & Tranmere
PO8/AO8	North Bank of the West Float Docks	Seacombe

## **15 Background Papers**

- 15.1 Cabinet 28 March 2007 - Merseyside Joint Waste Development Plan Document – Issues and Options Report for Public Consultation – Wirral Response, can be viewed at [http://www.wirral.gov.uk/minute/public/cabcs070328rep1\\_23553.pdf](http://www.wirral.gov.uk/minute/public/cabcs070328rep1_23553.pdf)
- 15.2 Cabinet 10 December 2008 - Joint Merseyside Waste Development Plan Document – Spatial Strategy and Sites Report – Wirral Response can be viewed at [http://democracy.wirral.gov.uk/Published/C00000121/M00000353/AI00002623/\\$CABCS081210REP4.docA.ps.pdf](http://democracy.wirral.gov.uk/Published/C00000121/M00000353/AI00002623/$CABCS081210REP4.docA.ps.pdf)

- 15.3 Cabinet 14 January 2010 - Regional Waste Strategy - Draft Update – Wirral Response can be viewed at  
[http://democracy.wirral.gov.uk/Published/C00000121/M00000734/AI00007305/\\$RegionalWasteStrategyReport.docA.ps.pdf](http://democracy.wirral.gov.uk/Published/C00000121/M00000734/AI00007305/$RegionalWasteStrategyReport.docA.ps.pdf)
- 15.4 Planning Policy Statement 10 - Planning for Sustainable Waste Management (ODPM, July 2005) can be viewed at  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/147411.pdf>
- 15.5 Planning for Sustainable Waste Management - A Companion Guide to PPS10 (CLG, June 2006) can be viewed at  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/150805.pdf>

## **RECOMMENDATIONS**

**1. That Cabinet recommend to Council that:**

- a. recommendations (i), (ii), (iii) and (v) set out in paragraph 11 of the Core Report attached to this Report be approved; and**
- b. recommendation (iv) set out in paragraph 11 of the Core Report attached to this Report be altered to read ‘that the Waste DPD team is authorised to make editorial changes to the Preferred Options Report as may be agreed and directed by the Councils.’**

**2. That Cabinet approve the principle of funding the future stages in the preparation of the Waste DPD. Any future funding would be subject to further approval of Cabinet following a future report.**

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This report has been prepared by the Forward Planning Section who can be contacted on 691 8218.