

Joint Merseyside Waste Development Plan Document

Preferred Options Report.

1.0 Recommendations:

- 1.1 That each Council approves and endorses the Preferred Options Report.**
- 1.2 That each Council agrees to the commencement of a six-week public consultation process on the Waste DPD Preferred Options Report during 2010.**
- 1.3 That Members note that the Waste DPD forms an essential part of each District's Local Development Framework.**
- 1.4 That the Waste DPD team is delegated to make editorial changes to the Preferred Options Report as a consequence of the District approvals process and comments received.**
- 1.5 That Members receive a further report on the outcomes of the Preferred Options consultation.**

2.0 Purpose of the Report

- 2.1 The purpose of this report is to seek the approval and endorsement from each of the Councils on Merseyside to the Waste DPD Preferred Options Report. As part of the process of preparing the Waste DPD, there has been considerable on-going dialogue, discussion and joint working between the Districts, waste sector, land owners and the Merseyside Waste Disposal Authority. As such the proposals contained within the Preferred Options report have already been through a high degree of scrutiny.**
- 2.2 As part of the approvals process, opportunity will be taken by the Waste DPD team to amend the Preferred Options Report on the basis of comments received.**
- 2.3 In contrast to previous consultation processes supporting the Waste DPD, by approving the Preferred Options Report, the Districts will be endorsing the technical content of the report including the proposed policies and proposed site allocations in advance of a six week public consultation period commencing on 18th February 2010. This is an important change in emphasis because the Waste DPD is now at an advanced stage of plan preparation and will form, upon adoption, an essential part of the Local Development Framework of each District.**

3.0 Background and Issues

- 3.1 Government planning policy, the National Waste Strategy and Regional Spatial Strategy all require Development Plan Documents to address sustainable waste management. Through Planning Policy Statement 10 (Planning for Sustainable Waste Management) the Merseyside Districts are required to put in place a planning framework that identifies the locations for new waste management infrastructure to meet the identified needs of that Council or group of Councils. The**

Waste DPD covers the six Merseyside Districts including Halton and will become the statutory land use plan to guide future development of all waste management and treatment facilities across the Merseyside sub-region. Its scope therefore covers all types of waste produced including municipal, commercial, industrial, hazardous, agricultural, construction, demolition and excavation materials.

- 3.2 In 2005, Leaders agreed that the waste planning matters for the sub-region would most effectively be addressed through formal collaboration in preparing a joint Waste Development Plan Document (Waste DPD). Under the legislative requirements of the land use planning system each Council approved the preparation of the Waste DPD in this way.
- 3.3 The Waste DPD aims to deliver significant improvements in waste management across the sub-region whilst also diverting waste from landfill. It seeks to provide industry with much greater certainty to bring forward proposals for waste facilities whilst also providing a robust planning framework to resist inappropriate waste development. Specifically, the Waste DPD will provide Districts with a high degree of control and also greater certainty for the waste sector through its site allocations and policies.
- 3.4 The preparation of the sub-region's first joint statutory Development Plan Document, the Waste DPD, is being managed by the Waste DPD team (Merseyside Environmental Advisory Service) on behalf of the Districts. The process is being led by a Steering Group and overseen by the shadow City Region Cabinet. The Waste DPD has been prepared through a multi-stage process. Two public consultation stages have been completed:
- Issues and Options took place in March and April 2007.
 - Spatial Strategy and Sites stage took place between December 2008 and January 2009.
- 3.5 The results of the public consultation, engagement with stakeholders, industry (including MWDA) and the Local Authorities and, detailed technical assessments have all been used to inform the preparation of the third public consultation stage, Preferred Options. Officer views from the MWDA are also being sought informally on factual issues directly within the remit of the Waste Disposal Authority.
- 3.6 Throughout the preparation of the Waste DPD there has been on-going dialogue and consultation with Government Office and the Planning Inspectorate to ensure procedural compliance. In addition the process and evidence base has also been subject to several independent quality assurance checks on the process involving legal advisors, private consultants and Planning Officers' Society.
- 3.7 Issues Addressed by the Preferred Options Report – the report addresses several issues of which the following will be of particular interest to Members:
- Needs Assessment and Site Requirements.
 - Proposed land allocations for built facilities for waste uses.
 - Proposed landfill site allocations.
 - Policy on Energy from Waste.
 - Development management policies – these are the policies used to control waste development both on allocated and unallocated sites.

- 3.8 In addition the Preferred Options Report includes a Vision, Spatial Strategy, Core Policies and an Implementation and Monitoring framework. It also outlines the overarching strategy for waste management referred to as the Resource Recovery-led Strategy.
- 3.9 The spatial strategy seeks to identify an appropriate number of large sites suitable for sub-regionally significant facilities of more than 4.5 hectares in area. Sites will ideally be around existing clusters of waste management facilities where these are shown to be sustainable. These areas around these clusters will be defined as Areas of Search. Sites will also be identified for smaller-scale local facilities taking into account specific local need ensuring that sufficient small sites are available for meeting the short to medium term needs for waste management in the sub-region.
- 3.10 The Core Policies are high level policies designed to implement the vision and strategic objectives and guide development to ensure that they deliver sustainable waste management across the sub region. The five core policies address the following issues:
- Waste prevention and resource management.
 - Waste Management Design and Layout for new development.
 - High Quality Design of new waste management facilities.
 - Sustainable Waste Transport.
 - Net Self Sufficiency.
- 3.11 Each of the issues addressed in the Preferred Options report is accompanied by consultation questions. Where more than one realistic policy option has been identified the Report presents the pros and cons of these before providing the reasons for choosing the preferred policy option. This provides transparency in the policy development process.
- 3.12 The full Preferred Options report and supporting technical appendices will be available on line at <http://merseysideeas-consult.limehouse.co.uk>

4.0 Needs Assessment and Site Requirements

- 4.1 Planning legislation requires development plan documents to be based upon sound and up-to-date evidence. Throughout the preparation of the Waste DPD, great care has been taken to develop and update the baseline information pertinent to waste planning matters including operational waste management facilities, the types and quantities of waste produced in the City Region, changes in recycling behaviour and the impact of economic factors. A number of studies have therefore been commissioned or updated as part of the Waste DPD evidence base and the key documents are referred to in **Appendix 1**.
- 4.2 During 2009, this evidence base has been the subject of further detailed technical work and updating particularly on waste arisings and the effects of recent planning consents for waste facilities within Merseyside and Halton and more widely. As part of this process detailed discussions with the waste industry and the Merseyside Waste Disposal Authority have continued.
- 4.3 The evidence base has been used to inform the Needs Assessment which predicts the waste infrastructure requirements to meet Merseyside and Halton's needs until

2030. **Table 1** summarises the identified needs. It should be noted that these site requirements are identified **after** taking into account capacity on sites within Merseyside and Halton which are already consented for waste management.

- 4.4 The evidence base will continue to be updated until the final stages of preparing the Plan to ensure that it continues to accurately reflect the issues that the sub region must address whilst taking account of wider factors, such as progress with the MWDA strategy.

Table 1: Identified Site Requirements at November 2009 [Source: Merseyside EAS]

Function and site type (in Waste Hierarchy order)	New sites 2010-2015	New sites 2016-2021	New sites 2022-2027	Total	Approx. land/site
Sorting & recycling wastes					
MRF		1	1	2	<=3ha.
Non-inert WTS		1		1	3-5ha.
HWRC	1			1	ca. 1ha.
Preparing & treating wastes					
Food waste composting	1	1		2	3-5ha.
Municipal waste treatment	3	1		4	3-8ha.
C&I waste treatment	1	3		4	3-5ha.
EfW for Municipal Waste					>8ha.
Hazardous waste treatment	1			1	<=3ha.
Landfill disposal					
Non-inert landfill	(2)			(2)	n/a
Inert landfill	2			2	>10ha.
Total requirement					
Built facilities	7	7	1	15	
Landfill sites	(4)			(4)	

- 4.5 The inert landfill need shown above can be met by the two sites referred to in section 6 below. However, an extensive site search has shown the difficulty of finding further sites for non-inert landfill in the sub-region. The non-inert need (which will be for landfill of non-municipal waste) will therefore unavoidably be met by exporting waste outside the sub region. Since this need will not be met within the sub-region the number of sites is shown (in brackets) and is balanced by an equivalent input of waste for treatment in built facilities to deliver net sub-regional self-sufficiency. Provision for this import is shown through two additional treatment plants for C&I waste in the period 2016-2021. The Waste DPD delivers overall sub-regional self sufficiency consistent with the spatial strategy (see paragraph 6.4).
- 4.6 During the preparation of the Waste DPD the waste sector will continue to come forward with planning applications and the Districts will continue to take planning decisions. Therefore the quantity, type and spatial distribution of consented waste treatment capacity across Merseyside and Halton will continue to change. The Waste DPD team is continually monitoring this and updating the Needs Assessment and identified Site Requirements accordingly.
- 4.7 Members should note that if any new consents are issued between now and Waste DPD publication stage that the new consents will be fully taken into account. The relationship between the location of any new consents issued and the spatial

patterns of proposed site allocations is particularly important to ensure that new facilities are near to the main sources of waste arisings.

5.0 **Proposed Site Allocations**

- 5.1 Government guidance requires the Waste DPD to identify and allocate sites to meet the identified waste management needs of the Districts within the sub region. Proposed site allocations will eventually be presented in land use allocation maps for each of the District Local Development Frameworks.
- 5.2 In identifying proposed site allocations the Waste DPD needs to deliver a good balance of small and larger sub-regional sites across Merseyside and Halton to meet the identified needs of all the waste produced. It is also a Government requirement to provide sufficient flexibility within which the industry can operate though this must be within the context of constrained land availability across the sub region. The proposed site allocations in the Preferred Options report therefore include a degree of over-provision to provide the required flexibility.
- 5.3 A multi-stage process has been used to identify the proposed site allocations which is described in more detail in the supporting document '**Built Facilities Site Search Methodology**' of the Preferred Options Report. This process has included a range of site specific technical assessments and site visits. There has also been a detailed and on-going process of consultation with the local authority, MWDA and land owners.
- 5.4 The site selection process has included the following steps:
- Initial Broad Site Search yielding a list of nearly 2000 sites ;
 - Initial clean up of this data set removing duplicates etc ;
 - Detailed appraisal of remaining sites (>1600) with input from District Officers, removing over 900 sites as not available or not suitable for further assessment ;
 - Multi-criteria assessment (using 41 constraint criteria) of remaining 700 sites ;
 - Consultation on the 45 best performing sites in Spatial Strategy & Sites report.

Dialogue with Districts, landowners and the waste industry has informed the process.

- 5.5 The full database of the sites assessed as part of the Waste DPD process is available from the Waste DPD website, <http://merseysideeas-consult.limehouse.co.uk> . This database clearly identifies the very large number of sites that have been assessed and provides evidence for why sites have been discounted from the process. This evidence includes planning constraints, overall site performance and importantly, views received as a consequence of public consultation. Members should be aware however, that sites can only be discounted from the process for sound and evidenced planning and deliverability reasons.
- 5.6 The sites contained within the Preferred Options report are the best performing and most deliverable sites across the sub region. Many other sites have been assessed and discounted from the process for a range of sound planning and deliverability reasons.
- 5.7 **Table 2** presents the proposed site allocations with each District having a single sub regional site greater than 4.5 hectares in area. For each of the proposed site allocations proposed waste management uses are also suggested with the broad

categories of waste use being household waste recycling centre, re-processing industry, waste transfer station, primary treatment facility and resource recycling park.

Table 2: Proposed Allocations for Waste Management Uses

Site ID	District	Site Significance	Site Name and Address	Area (ha)
H1576	Halton	Sub Regional	Ditton Sidings, Newstead Road	9.2
H2293	Halton	District	Runcorn WWTW	1.2
H2351	Halton	District	Eco-cycle Waste Ltd, 3 Johnson's Lane, Widnes	2.0
K2322	Knowsley	Sub Regional	Butlers Farm, Knowsley Industrial Estate	8.4
K2204	Knowsley	District	Brickfields, Ellis Ashton Street, Huyton	2.4
K2192	Knowsley	District	Image Business Park, Acornfield Road, Knowlsey Industrial Estate	2.8
K2358	Knowsley	District	Former Pilkington Glass Works, Ellis Ashton Street, Huyton Industrial Estate	1.3
L1289	Liverpool	Sub Regional	Vacant Land south of Spitfire Road, Triumph Trading Park (this site has come forward since Spatial Strategy and Sites stage and, as such, has yet to be considered in detail by Liverpool City Council Executive Board)	5.9
L0435	Liverpool	District	Waste Treatment Plant, Lower Bank View	0.7
L0468	Liverpool	District	Site off Regent Road / Bankfield Street	1.4
F0384	Sefton	Sub Regional	Alexandra Dock 1, Metal Recycling Site	9.8
F0726	Sefton	District	1-2 Acorn Way, Bootle	0.6
F1029	Sefton	District	Site off Grange Road, Dunning's Bridge Road	1.6
F2333	Sefton	District	55 Crowland Street, Southport	3.7
S1885	St.Helens	Sub Regional	Former Hays Chemical Site, Lancots Lane	6.4
S1897	St.Helens	District	Land North of T A C Abbotsfield Industrial Estate	1.3
W0360	Wirral	Sub Regional	Car Parking/Storage Area, former Shipyard, Campbelltown Road	5.9
W0180	Wirral	District	Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road	2.8
W2215	Wirral	District	Bidston MRF / HWRC, Wallasey Bridge Road	3.7

5.8 Members should note that as a consequence of changes made in response to the public consultation stages already completed (as well as recent planning consents and improvements in recycling rates) that, the number of sites needed has been substantially reduced. For example, earlier in 2009, at Spatial Strategy and Sites Stage a total of 45 sites were identified, 10 of which were sub regional sites. The Preferred Options report includes just 19 sites in total, several of which are existing waste uses with potential for intensification of land use.

5.9 **Appendix 2** summarises the planning consents issued since 2006.

5.10 Within Section 6 of the Preferred Options Report each of the proposed site allocations includes a detailed site profile which includes the following information:

- Site name, map and area.
- Suggested Waste Management uses.
- Planning context.
- Infrastructure.
- Wildlife.
- Site Deliverability assessment.

5.11 Members should note that the Waste DPD is not allowed by Government policy to prescribe the specific waste use or technology on a specific site as this is a matter for the waste industry.

5.12 Should any site drop out of the Waste DPD process either as a consequence of the Preferred Options District approvals and endorsement process or as a consequence of the public consultation then alternative sites will still be needed from within that District because the identified need does not go away. However, given the very limited availability of suitable sites for waste facilities within Merseyside and Halton as a consequence of severe land constraints, any alternative site is likely to have more significant constraining and deliverability issues. It is therefore considered important that members support the proposed site allocations within the Preferred Options report.

5.13 There is a good spatial distribution of sites across all six Merseyside Districts as shown in **Figure 1** with:

- 3 sites in Halton, total site area 12.4 hectares, largest single site 9.2 hectares.
- 4 sites in Knowsley, total site area 14.9 hectares, largest single site 8.4 hectares.
- 3 sites in Liverpool, total site area 8.0 hectares, largest single site 5.9 hectares.
- 4 sites in Sefton, total site area 15.7 hectares, largest single site 9.8 hectares.
- 2 sites in St.Helens, total site area 7.7 hectares, largest single site 6.4 hectares.
- 3 sites in Wirral, total site area 12.4 hectares, largest single site 5.9 hectares.

5.14 In considering the spatial distribution of sites particular attention is drawn to the importance of proximity to main centres of waste arisings and the availability of suitable land. Two inert landfill sites have also been identified – one in Knowsley and St. Helens (please see section 6 below).

5.15 Proposed allocations within the Preferred Options report include privately owned land, public land as well as a small number of sites with multiple ownerships. Landowner support for the proposed waste uses and the proposed site allocations within the Preferred Options Report is required as this significantly reduces deliverability risk.

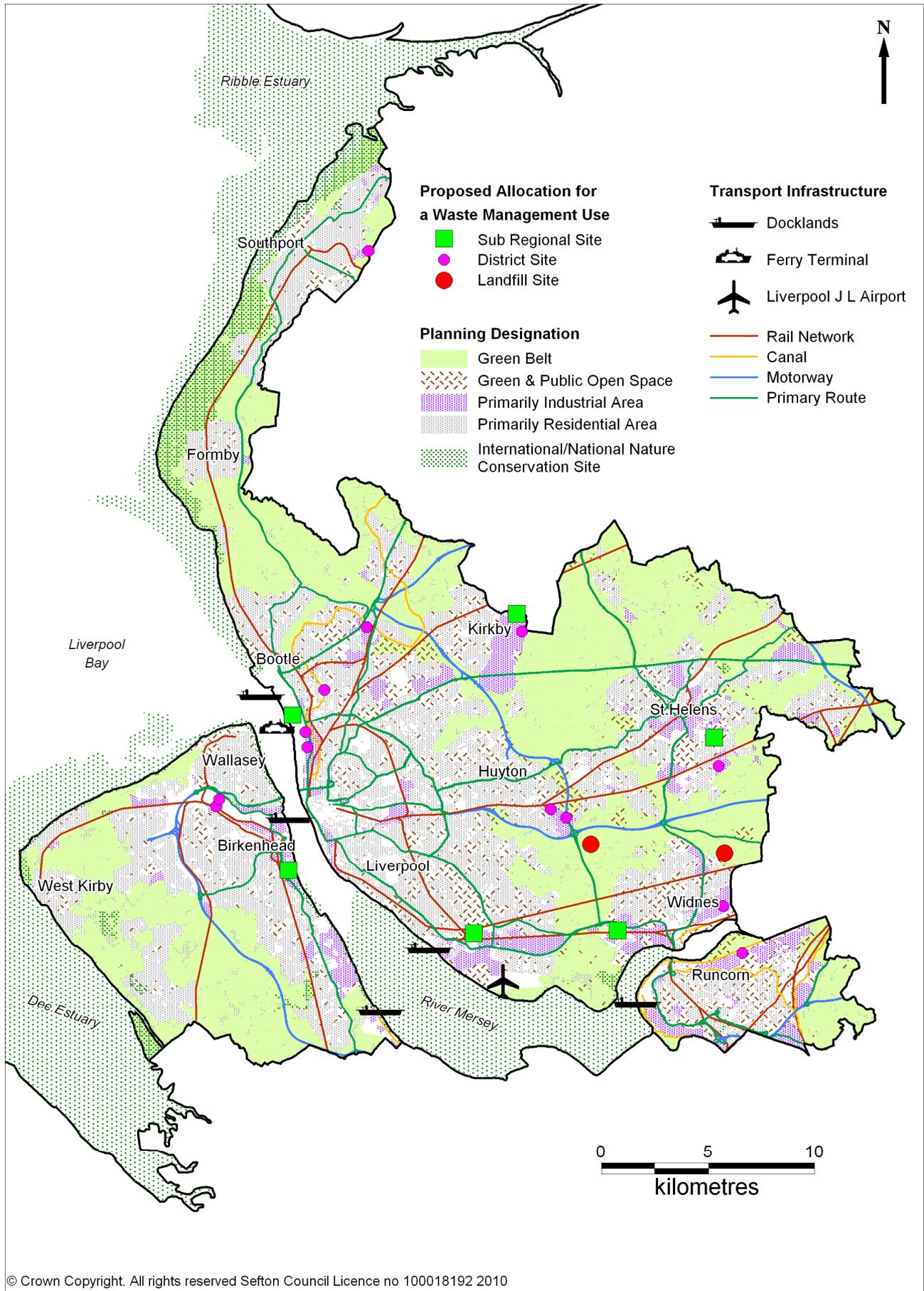
5.16 Each developed site will generate employment benefits for the surrounding area. The estimated total number of direct jobs to be created as a result of development of the Waste DPD allocated sites is 500-700 with additional indirect jobs estimated at up to twice this number. Temporary jobs related to construction of facilities are expected to total 25-400 per site, depending on the scale of the facility being built.

5.17 Consultation questions 12 and 13 seek specific comments on the proposed District and sub regional site allocations.

6.0 Landfill

- 6.1 At Spatial Strategy and Sites stage a long list of sites for detailed technical assessment on their potential as landfill and land raise was identified. During the preparation of Preferred Options that long list has now been the subject of consultation and detailed technical assessment and confirms that the potential for new landfill sites in the sub region is extremely constrained. A detailed technical report on landfill is presented in the supporting document '**Survey for Landfill in Merseyside and Halton**' to the Preferred Options Report.
- 6.2 Section 7 of the Preferred Options Report has identified two landfill sites as shown in figure 1 for the final disposal of inert waste, they are:
- Bold Heath Quarry.
 - Cronton Clay pit.
- 6.3 In addition the existing non inert landfill at Lyme and Wood Pits in St. Helens has recently extended its operational life until 2012.
- 6.4 No landfill sites have been identified for the disposal of non inert (including hazardous) waste. All future non inert waste management needs (identified in **Table 1**) will be met through a combination of proposed site allocations for built facilities that will divert the waste away from landfill and, through the use of existing landfill disposal contracts which export the waste outside of the sub region. The amount of export of non inert waste to landfill sites outside of Merseyside and Halton will be offset against 2 new built facilities for Commercial & Industrial waste thus ensuring that the Waste DPD is net self sufficient and delivers the Waste DPD Spatial Strategy.
- 6.5 Consultation question 15 seeks specific comments on the proposed landfill site allocations.

Figure 1. Proposed allocations within Merseyside & Halton



7.0 Energy from Waste

- 7.1 The development of a policy position for Energy from Waste (EfW) has been challenging for the Waste DPD. This is because Merseyside and Halton is in an extremely unusual position of having a large number of consented, but not yet operational, EfW facilities that already more than meet the identified sub regional needs. In addition, the MWDA is at an advanced stage of its resource recovery contract PFI procurement process where it is seeking to procure new EfW facilities. Specifically MWDA is seeking to acquire sites >8 hectares to build new EfW facilities and has been actively seeking to secure such sites. Furthermore, the Ince Marshes EfW facility and Resource Recovery Park immediately adjacent to Merseyside and Halton within the Liverpool City Region has recently been given planning consent.
- 7.2 The Waste DPD site search and technical assessments aimed at identifying suitable and deliverable land for EfW facilities concluded that there are very limited opportunities to allocate new sub regional sites for EfW.
- 7.3 Therefore, in meeting the identified needs for EfW the Waste DPD has needed to take account of the consents within the sub region, the larger regional consents such as Ince Marshes and Ineos Chlor as well as the stated needs and strategy for municipal solid waste.
- 7.4 This unique combination of circumstances led to a period of intense joint working between MWDA and the Waste DPD team to help inform both the MWDA's own procurement processes and the Waste DPD policy position on EfW. This process focussed on assessing the risks of the different procurement and land use options available to meet the identified need of the MWDA.
- 7.5 This risk assessment process is the subject of a separate report to the Liverpool City Region Cabinet (13 November 2009) and is described in supporting document "**Risk Assessment for EfW Options for MSW in Merseyside & Halton**" of the Preferred Options Report. City Region Cabinet resolved that the Waste DPD should, in developing its policy position on EfW, take particular account of the lower risk options which made best use of existing consented capacity within and outside of Merseyside and Halton in preference to allocating new land for EfW. In particular, the recently consented regional facility at Ince Marshes was identified as the preferred location for an EfW solution.
- 7.6 Two policy options have been identified for EfW. A reasoned justification is provided as to the planning merits and constraints for each of these. The preferred policy option being: "for the Waste DPD not to allocate any new sites for Energy for Waste for MSW as well as C&I waste and to rely on existing consented and operational facilities within Merseyside and Halton and the wider North West region."
- 7.7 For the avoidance of doubt, the preferred policy option to not allocate new sites for EfW includes any allocations which could include multiple facilities on a site, such as "Resource Recovery Parks".
- 7.8 Consultation question 10 seeks specific comments of the preferred EfW policy.

8.0 Development Management Policies

- 8.1 In addition to the proposed site allocations there is a need to provide the waste industry with clear policy guidance about what is and is not acceptable on both allocated and non allocated sites. The development management policies have been

prepared in close consultation with the Development Control Managers of each of the Districts and are specifically designed to provide a high degree of development control and certainty. They are designed to be used in concert with and avoid duplication with the District's own development management policies within the LDF.

- 8.2 Six Development Management policies are included within the Preferred Options Report and specific consultation questions are asked on each one.
- 8.3 **Applications for waste management facilities outside of allocated sites** – as land use and industry requirements will change during the plan period the Preferred Options report includes a policy designed to control waste development on land that has not been allocated for waste use (consultation question 17).
- 8.4 **Applications for landfill on non allocated sites** – whilst the landfill allocations discount a number of sites as not being suitable or deliverable for landfill in the future, it is still possible that site owners and operators may still wish to apply for landfill on unallocated sites in the future. This policy is designed to provide a very high degree of control over such activities and as unallocated sites would be more difficult to bring forward as landfill (consultation question 18).
- 8.5 **Open Windrow Composting** – the evidence base has identified that there is no need for new open windrow composting facilities and has therefore not allocated new land for this waste use. This operation has very specific operational constraints and as there is always potential for such operations to satisfy local needs, particularly if existing consents are not fully utilised or are no longer operational. The preferred policy option for open windrow composting facilities therefore provides a high degree of control for this activity (consultation question 19).
- 8.6 **Protecting Existing Waste Management Sites** – by protecting existing waste management sites for future waste management use, the essential waste management infrastructure of the sub region will be protected thus ensuring future waste management needs of the sub region are met. Should other competing land uses result in the displacement of the existing waste management uses then an alternative site will be required to ensure that the waste management needs are still met, unless the need has been met elsewhere (consultation question 20).
- 8.7 **Restoration and Aftercare of Landfill Facilities** – a specific restoration and aftercare policy is required for landfill because of the duration, scale and impact that this activity has on the landscape and environment including mineral and water resources (consultation question 21).
- 8.8 **Criteria for Waste Management Development** – in taking planning decisions on the development of waste facilities it is important that all appropriate information is submitted with the planning application to enable an objective assessment of the planning issues and merits. This policy provides guidance to developers on what information will need to be submitted with a planning application to enable swift determination and avoid any delays in the planning process (consultation question 22).

9.0 Implementation and Monitoring

- 9.1 Chapter 10 of the Preferred Options report covers the implementation and monitoring plan for the Waste DPD including how specific policies will be implemented and

whether site allocations are being implemented for waste uses. The section also provides a monitoring plan, largely based on national indicators, to ensure that the evidence base is kept up to date and the effectiveness of the plan can be assessed. It has important interactions with the on-going monitoring programmes of the Districts particularly with respect to their own LDFs.

- 9.2 Consultation question 23 seeks feedback on this implementation and monitoring of the Plan.
- 9.3 The timetable for completing the Waste DPD is set out in **Appendix 4** with adoption expected in April 2012.

10.0 Consultation

- 10.1 Subject to swift District approval and endorsement of the Preferred Options Report a six-week public consultation period will start on 18th February 2010. The approach to consultation has been previously agreed with Leaders and is fully compliant with the adopted Statements of Community Involvement of each District.
- 10.2 The beginning of the public consultation process on Preferred Options will be accompanied by statutory press notices in newspapers covering the six districts, press releases, email and letter communication with all individuals and organisations on the Waste DPD database. A Waste DPD newsletter / information sheet will also be distributed. Copies of the Preferred Options Report and Executive Summary will also be made available for the public at selected Council offices and public libraries.
- 10.3 Consultation will end on 31st March 2010 ahead of the pre-election period, provided that there are no delays in the District approvals processes. Due to the timing of Committee meetings there is a slight overlap with the purdah period of 3 working days.
- 10.4 This core content Committee Report is to be supported by a District specific covering report and a three-page Briefing for Elected Members (see **Appendix 3**).
- 10.5 Once Members have approved and endorsed the Preferred Options report, there will be no further opportunity for the Council to make comments. However, there may be issues which Local Elected Members may wish to comment on individually. Such comments should be submitted during the 6-week public consultation alongside all other consultation comments.
- 10.6 The purpose of the public consultation is to invite comments from all interested parties on the sites, issues and policies covered. The Preferred Options report will be available both in paper format and on a web-based consultation site (<http://merseysideeas-consult.limehouse.co.uk>). The public is invited to make comments in writing or electronically and there is a series of consultation questions to facilitate this process. District officers and the Waste DPD team will be pleased to assist in this process, although anonymous responses or telephone comments will not be accepted.
- 10.7 Given the sub-regional nature of the Plan, the Preferred Options public consultation will include a single District officer led consultation event in each of the six Districts.

All events will be held at an accessible location to comply with all relevant Council policies. Whilst the Waste DPD team will be on hand to support, the consultation events will be led and chaired by an appropriate officer from each of the Districts.

- 10.8 However, a programme of additional stakeholder consultation events will also be developed and agreed with each District. Such events will target specialist groups that have asked for presentations as well as the potential for some more local events should this be required to consider local issues. Once again, these events will be District led, with the Waste DPD Team supporting.
- 10.9 Queries about the Preferred Options Report approval process, endorsement and consultation processes should be referred to the Waste DPD Steering Group officer or other nominated officer from the Districts in the first instance. Should further advice be required from the Waste DPD team, this should be co-ordinated through the District officer and not direct to the Waste DPD team at Merseyside EAS.
- 10.10 At the end of the consultation period all the responses will be collated and a "Results of Consultation Report" will be written summarising the findings. This will be reported to Members as appropriate by District officers as well as being published on the Waste DPD website.
- 10.11 The Districts and the Waste DPD team will work together to take due account of the representations received during Preferred Options consultation. The responses will be used to inform the final development of the Waste DPD Submission Document. (see **Appendix 4**).

11.0 Recommendations

- (i) That each Council approves and endorses the Preferred Options Report.**
- (ii) That each Council agrees to the commencement of a six-week public consultation process on the Waste DPD Preferred Options Report during 2010.**
- (iii) That members note that the Waste DPD forms an essential part of each District's Local Development Framework.**
- (iv) That the Waste DPD team is delegated to make editorial changes to the Preferred Options Report as a consequence of the District approvals process and comments received.**
- (v) That members receive a further report on the outcomes of the Preferred Options consultation.**

Contact Officer: Alan Jemmett, Merseyside EAS Director Tel: 0151 934 4950

District Contact Officer:

Appendix 1 – Evidence Base, summary of key documents and technical assessments.

- Broad Site Search (SLR Consulting September 2005).
- Initial Needs Assessment (Land Use Consultants September 2005).
- Agricultural Waste Survey (Merseyside EAS April 2007).
- Regional Study on Commercial and Industrial Waste (Urban Mines May 2007).
- Regional Study on Construction, Demolition and Excavation Waste (Smith Gore July 2007).
- Revised Needs Assessment (SLR Consulting December 2007) [Needs Assessment version 2].
- Radioactive Waste Review (Merseyside EAS December 2007).
- Planning Implications Report (Merseyside EAS January 2008) [Needs Assessment version 3].
- Review of Greenhouse Gas Emissions from Waste Management Facilities (RPS April 2008).
- Review of Health Impacts from Waste Management Facilities (Richard Smith Consulting June 2008).
- Equality Impact Assessment (Merseyside EAS July 2008).
- Survey for Landfill Opportunities in Merseyside (Merseyside EAS - 2008).
- Built Facilities Site Search Methodology
- Sustainability Appraisal – Phase 1 (Mouchel Parkman (2006-7)
- Strategic Flood Risk Assessment (Capita Symonds 2008-9).
- Habitats Regulations Assessment (Scott Wilson 2007-present).
- Sustainability Appraisal – Phases 2 & 3 (Scott Wilson 2007-present).
- Review of Relative Sustainability of Waste Management based on Mass-Burn or Two-Stage Recovery of Energy from Waste (Juniper Consulting 2009).
- Risk Assessment for EfW Options for MSW in Merseyside & Halton November 2009
- Revised Needs Assessment (Merseyside EAS November 2009) [Needs Assessment version 4].

Appendix 2 – Planning Consents issued for Waste Facilities since Commencement of the Waste DPD.

Operator	Location	Type of facility	Capacity (tonnes)	Position in Waste Hierarchy	Operational status
Orchid Environmental	Huyton, KNOWSLEY	Primary treatment (autoclaving) to produce solid recovered fuel	50,000	Preparation for recovery	Operational (capacity rise to 120,000 pending)
Mersey Docks & Harbour Board	Bootle, LIVERPOOL	Ship breaking and dismantling	Variable	Recycling	Operational
Future Industrial Services Ltd	Kirkby, KNOWSLEY	Reprocessing of plasterboard and some chemical waste recovery	43,000	Recycling	Operational
Eco-Cycle Ltd	Widnes, HALTON	Materials recycling facility (municipal waste) and non-inert transfer station	75,000	Recycling	Operational
Ineos ChlorVinyls (with Viridor)	Runcom, HALTON	Large-scale direct-burn of pre-treated waste (ie. solid recovered fuel)	Up to 850,000	Recovery	Early stages of site clearance and off-site fabrication
Minerals Resource Management Ltd	Kirkby, KNOWSLEY	Reprocessing of plasterboard and ash into secondary material	88,000	Recycling	Operational
James Industrial Ltd	Prescot, KNOWSLEY	Non-inert waste transfer station with some recycling	69,000	Recycling	Site undeveloped to date
Biossence Ltd	Eastham, WIRRAL	Large-scale primary treatment using gasification technology with heat and power generation	Up to 400,000	Preparation and recovery	Conditions discharged, awaiting site clearance
Biffa Waste Management Ltd	Pocket Nook, ST HELENS	Materials recycling facility (commercial & industrial waste)	Up to 200,000	Recycling	Possibly discharging conditions
Veolia Waste (on behalf of MWDA)	Fazakerley, LIVERPOOL	Materials recycling facility (municipal waste)	100,000	Recycling	Site cleared; discharging conditions?
Energos Ltd	Kirkby, KNOWSLEY	Medium-scale thermal treatment using gasification technology with heat and power generation	Up to 96,000	Recovery	Site cleared; discharging conditions?
D Morgan Ltd	Bold Heath, ST HELENS	Inert landfill	Up to 76,000	Disposal	Revised extraction and backfill with waste
PDM (Granox) Ltd	Widnes, HALTON	Direct-burn of food processing wastes with energy recovery	150,000	Recovery	Construction not started – expansion of existing plant
Cory Environmental	Haydock, ST HELENS	Non-hazardous, non-inert landfill	Up to 425,000	Disposal	Continued operation to 2012 (on appeal)

Appendix 3

Waste DPD Briefing for Elected Members **Overview of Preferred Options Consultation**

Background

Preparation of a Waste Development Plan Document (Waste DPD), which provides a policy framework for waste management, is a statutory duty for all six districts in the Merseyside sub-region (Halton, Knowsley, Liverpool, Sefton, St Helens and Wirral).

The duty derives from EU Waste Directives and UK Government Planning Policy. Given that significant cost, risk and strategic advantages could be identified from working together, the authorities have agreed to produce a joint Waste DPD. The Waste DPD is therefore being prepared jointly by the six Districts with support from the Waste DPD team at Merseyside EAS. The resulting plan will become part of the Local Development Framework for each of the Districts.

The Waste DPD provides the template for managing all types of waste, not just household waste, until 2027, taking into account both national legislation and local and regional considerations. It directs new and appropriate waste management infrastructure to the most suitable locations.

It does not deal directly with the management and treatment of waste produced in Merseyside and Halton. Rather, the Waste DPD aims to set up a long-term planning framework for waste management.

Currently, a Preferred Options report has been drafted and public consultation on this report will take place for six weeks from 18th February 2010, subject to full approval and endorsement from all six districts. Responses to this consultation, and discussions with stakeholders, will then be used to further develop the Waste DPD, which is scheduled to be formally adopted in April 2012.

Consultation programme

The consultation on Preferred Options is the third public consultation on the development of the Waste DPD, and is particularly important, as this is the last opportunity for stakeholders to make major comments on the sites and proposed policy options which may result in changes to policy or site allocations.

There are a number of ways of responding to the consultation. Answering a series of questions asked throughout the Preferred Options report either online or on paper means responses can be processed more efficiently and accurately – but all types of response will be welcome, although anonymous responses cannot be accepted.

The Preferred Options Report and supporting information will be available at <http://merseysideeas-consult.limehouse.co.uk/portal>, and through council websites, offices and libraries. Consultees are also able to request a paper copy by contacting the Waste DPD team directly.

During the consultation and afterwards, there will be a continuing dialogue and discussion with stakeholders. A public meeting will also be held within each District to provide additional information and answer any questions.

Information on the meetings will be found on www.wasteplanningmerseyside.gov.uk

Policy issues

The Waste DPD must be consistent with national and regional policy, contributing to achieving the goals of the Waste Strategy for England and the Regional Spatial Strategy for the North West, while dealing with local issues and priorities.

The Preferred Options report discusses the core policies for waste management and details the principles that will underpin the Waste DPD. It includes preferred options on sustainable waste management, sustainable transport of waste, sustainable design of new developments, the site selection process, net self-sufficiency and waste management applications outside of allocated sites.

The report also presents a series of policies for Development Management designed to control waste management development on allocated sites as well as other land that may be brought forward for future waste use.

A key section of the report is dedicated to issues around Energy from Waste, where combustion of waste or a fuel derived from waste is used to generate heat and power, to be fed into the national grid or used locally in industry. For the avoidance of doubt, the Preferred Options Report is not allocating any new sites for Energy from Waste use.

Proposed sites

The Preferred Options report includes details of the proposed allocations for waste management use, which could become final allocations for the Waste DPD across all six districts.

The proposed allocations are mapped, district by district, and include a brief description and explanation of why they are the preferred sites. The sites have been put forward following a detailed technical assessment process.

Two types of site have been identified:

- sites capable of supporting larger and more complex, sub-regional facilities,
- sites suitable for smaller, district-level, waste management operations.

The Preferred Options Report contains no site allocation for Energy from Waste, as no site has been identified as suitable for this specialised use. In addition, Merseyside and Halton are in a unique position in that there is a large amount of capacity already consented for Energy from Waste facilities in the Districts and adjacent areas. The report therefore concludes that there is no need to make additional allocations for this use.

The Waste DPD has explored landfill disposal potential across Merseyside and Halton. Despite the difficulty of finding such sites, there are two proposed allocations for inert landfills on existing minerals sites, in addition to the one existing consented landfill site in the sub region. It is important that we fully explore landfill opportunities in our sub region rather than assuming waste can continue to be exported to landfill sites outside Merseyside and Halton.

The Report also discusses the need to identify new or replacement sites for Household Waste Recycling Centres, which are provided by Merseyside Waste Disposal Authority. The Preferred Options Report does not allocate sites for this purpose but identifies broad areas where sites will need to be found.

Merseyside Waste Disposal Authority

Prior to the publication of the Report, extensive efforts have been made to engage with key stakeholders, such as the Merseyside Waste Disposal Authority (MWDA).

MWDA is the statutory authority that disposes of municipal solid waste (household waste) for the local authorities across Merseyside.

Whilst MWDA business needs and statutory responsibilities are different from the planning purpose of the Waste DPD, the processes must be aligned as the Waste DPD cannot progress to a sound outcome if it does not cater for the needs of the MWDA.

Similarly, the risks to the MWDA procurement can be significantly reduced with a supportive planning framework. Therefore both the Waste DPD team and MWDA continue to work in partnership to find appropriate solutions.

What happens next?

Following the Preferred Options consultation, the Waste DPD team will consider all responses and evaluate them, with the intention of drawing up a Submission Document by the start of 2011.

The Submission Document will be published so that further representations on the soundness of the Waste DPD can be made before it is submitted to Government for formal consideration and scrutiny (in March 2011). A Results of Consultation Report will also be published following the public consultation that will detail all representations made and the Waste DPD responses.

An examination hearing will then be held: this is an independent examination of the plan by an Inspector, who can hear evidence on unresolved issues from those who have already made representations on the soundness of the Plan as well as those who are supportive of the plan.

The final stage of the process is the adoption of the Waste DPD by each of the Merseyside districts as its statutory spatial plan for waste. This is scheduled for 2012.

Financing the Waste DPD

The costs of preparing the Merseyside Waste DPD are being shared by the six districts. There are significant time and money savings that have already been delivered from working in partnership.

Appendix 4 Stages to Adoption of the Final Waste DPD

- A2.1 The Land Use Planning System has strict requirements with respect to the process to be adopted and the consultative stages required. The timetable to adoption of the Waste DPD is summarised in the following table.
- A2.2 Further public consultation will take place in 2010 when the Waste DPD is published. This is the final opportunity to make representations on the soundness of the Waste DPD when the plan prior to submission to Government for consideration.
- A2.3 Adoption of the Waste DPD by the 6 Councils will take place once the plan has been found sound at public examination by the Secretary of State's Inspector. Following adoption the Waste DPD will be subject to periodic review as part of the monitoring and implementation framework.

Waste DPD Project Timetable and key milestones.

Commencement of Plan preparation*	December 2006	Current Status
Public Consultation on Issues and Options Report.	March to April 2007 (6 weeks)	Complete
Public Consultation on Sites and Spatial Strategy Report.	December 2008 – February 2009 (8 weeks)	Complete
Results of consultation report published.	May 2009	Complete
Preferred Options Report to Council/Committee/ Executive for approval as appropriate.	December 2009 – February 2010 (10 weeks)	On-going
Public Consultation on Preferred Options and Sustainability Appraisal Environment Report	February - March 2010 (6 weeks)	
Draft Waste DPD / Sustainability Appraisal Final Report for Full Council approval.	August 2010 (22 weeks)	
Publication of the Waste DPD	January 2011 (6 weeks)	
Submission Waste DPD / Sustainability Appraisal Final Report/ Representations following publication to DCLG.	March 2011 (6 weeks)	
Joint Examination in Public.	July 2011	
Full Council meetings	January 2012 (13 weeks)	
Adoption of Waste DPD	April 2012	
Implementation and Monitoring	May 2012 onwards	