

**MERSEYSIDE AND HALTON JOINT WASTE DEVELOPMENT PLAN DOCUMENT  
PREFERRED OPTIONS 2 - NEW SITES CONSULTATION**

**1. Purpose of the Report**

1.1 The purpose of this report is threefold:

- (i) For Members to note the results of public consultation on the Merseyside and Halton Joint Waste Development Plan Document Preferred Options Report which was undertaken between May and July 2010.
- (ii) To seek District approval of new sites proposed for waste uses in the Preferred Options 2: New Sites Report and to seek approval for a 6-week public consultation starting in early 2011.
- (iii) To provide the final costs to complete the Waste Development Plan Document to enable District Treasurers' to make appropriate financial provision in 2011/12 and 2012/13.

**2. Recommendations**

2.1 For each of the Districts to pass the following four recommendations:

***Recommendation 1 – To note the results of consultation on the Waste Development Plan Document Preferred Options Report.***

***Recommendation 2 - To approve the Preferred Options 2: New Sites Consultation Report and approve a six-week public consultation commencing in early 2011.***

***Recommendation 3 – For District Treasurers to note funding arrangements agreed by the City Region Cabinet and make appropriate financial provision in 2011/12 and 2012/13 to complete the Waste DPD.***

**3. Background**

- 3.1 City Region Cabinet received a progress report on the Joint Merseyside and Halton Waste Development Plan Document (the Waste DPD) on 22<sup>nd</sup> October 2010. That report contained 7 recommendations all of which were approved by the City Region Cabinet (please refer to Appendix 1).
- 3.2 The Waste DPD is focussed on (i) providing new capacity and new sites for waste management uses and (ii) delivering a robust policy framework to control waste development whilst meeting the identified waste management needs in Merseyside and Halton. The Waste DPD deals with all waste including commercial and industrial, hazardous, construction, demolition, excavation and municipal waste.
- 3.3 A 6-week public consultation was completed on the Waste DPD Preferred Options report between May and July 2010 and a number of issues have arisen as a consequence of that consultation. Four sites have been withdrawn

from the process and the Preferred Options 2: New Sites Consultation report identifies the proposed replacement sites for allocation within the Waste DPD.

- 3.4 All Districts have accepted the principle that each will provide one sub-regional site, greater than 4.5ha in area to accommodate the more significant built facilities that will be required to manage waste in a sustainable manner. The location of these sites is determined by site availability, spatial distribution and, most importantly, their deliverability in planning terms.

#### **4. Results of the Preferred Options Consultation**

4.1 **Consultation Responses** - Analysis of the Preferred Options consultation has now been completed and is summarised below:

- 1239 responses were received, 58% via questionnaire, 22% via web responses, 14% by letter and 6% via email.
  - Sub regional sites tended to be more contentious than small local sites.
  - There was strong support (between 68% and 82%) in favour of the preferred policy options for questions 5 to 11 which were dealing with core policies and energy from waste.
  - A much lower level of consensus was achieved for questions regarding Areas of Search and the additional Household Waste Recycling Centre (HWRC) requirements.
  - There was little consensus on landfill sites or policy.
  - There was strong support (between 68% and 83%) in favour of the preferred policy options for questions 18 to 23 which were dealing with development management issues i.e. the controlling policy framework for waste planning applications.
  - Petitions were received relating to sites in Halton, Knowsley, Sefton and St. Helens.
  - 148 people attended the consultation events and summaries of the comments made are included within the results of consultation report.
  - There was good participation in the consultation by the waste management industry including the Merseyside Waste Disposal Authority (MWDA), site owners or their representatives and members of the public and community groups.
- 4.2 A series of meetings has recently been completed with consultees, notably adjacent planning authorities (Cheshire West and Chester, Warrington, Lancashire, Greater Manchester) and the waste industry (for example; Ineos Chlor, Peel Energy, Biossence, MWDA, D Morgan, New Earth Solutions), to clarify and resolve issues raised during the Preferred Options consultation earlier in 2010. Whilst such meetings are a normal part of the plan making process they have had the additional benefit of confirming the waste industry needs, development timescales for new facilities and progress with funding and contracts.
- 4.3 Table 1 provides an assessment of the significant issues that remain to be resolved during the latter stages of the Waste DPD preparation process.

**Table 1 – Main issues to be resolved during final stages of Waste DPD preparation.**

<b>Consultee / Sponsor</b>	<b>Issue</b>	<b>Initial Response</b>
Halton Council,	Replacement sub regional sites required.	Proposed new sub regional sites are the subject of this Report and Preferred Options

Liverpool City Council and St. Helens Council		2: New Sites Consultation.
Sefton Council	Replacement local site required.	Proposed new local site is the subject of this Report and Preferred Options 2: New Sites Consultation.
Lancashire, Warrington and Cheshire West and Chester	Merseyside's continued reliance on export to non inert landfill sites and the net self sufficiency policy position.	Responses strongly influenced by political considerations rather than technical issues in neighbouring authorities, but complicated by abolition of Regional Spatial Strategies (RSS). Publication Waste DPD to clarify that there are no reasonable alternative strategies until new built facilities come on stream. The self sufficiency policy area and evidence base is currently under review.
MWDA / New Earth Solutions	Greater clarity on when and how sites were excluded from the process.	Further clarification to be provided in Publication Waste DPD. Waste DPD team to provide further information in response to specific enquiries.
MWDA	Energy from Waste - lack of identified site for EfW and clarification requested on criteria based policy.	It has not been possible to identify deliverable EfW sites within the Waste DPD. The Plan area has three times the EfW capacity compared with the identified need. Capacity could therefore be provided by new facilities with planning consent e.g. Ineos Chlor which is currently under construction. Criteria-based EfW policy is being developed to cover facilities up to a maximum throughput of 100,000 tonne / annum on unallocated sites at the DPD Publication Stage. Full technical details will be provided at the Publication Stage. This approach resolves the EfW issues by providing a deliverable and reasonable alternative in line with PINS advice.
General	Update evidence base and facility forecasts as there is no guarantee all consents will be implemented to current timescale.	Normal part of plan making process and informed through the on-going dialogue with stakeholders particularly the Districts, adjacent authorities and the waste industry.

4.4 The "Results of Consultation" report will be available to Members as well as being placed on the Waste DPD website as soon as all District approvals have been secured. Publication of the Results of Consultation report will be advertised via a press release and correspondence with consultees and will be released in advance of the next public consultation stage.

## **5. Preferred Options 2 - New Sites Consultation**

5.1 The total number of sites required for allocation for waste use remains the same as stated in the Preferred Options report with 6 sub regional sites (>4.5 hectares in area) and 13 smaller local sites required to meet the identified

waste management needs and spatial requirements of the sub-region providing an even spread of sites across the Districts.

- 5.2 Failure to identify sufficient sites to meet the agreed Spatial Strategy and the current Waste Management Needs Assessment would result in an unsound Plan which could be rejected when it is examined independently by the Planning Inspectorate.
- 5.3 Four new sites are proposed for waste management uses within the Waste DPD to replace those sites lost in Halton, Liverpool, Sefton and St. Helens as a consequence of the Preferred Options stage. The new sites are summarised in the following table. Approval of the four new sites to be included within the Preferred Options 2: New Sites Report is needed by all six Districts because the Waste DPD is a joint statutory plan.
- 5.4 There are no changes to the sites in either Knowsley or Wirral as a consequence of the Preferred Options consultation.

**Table 2** – New sites requiring member approval for inclusion in Preferred Options 2 Report.

<b>District</b>	<b>Proposed Site</b>	<b>Suggested Waste Management Use</b>	<b>Comments</b>
<b>Halton</b>	Sub-regional site H2309 is Widnes Waterfront Site, Mossbank Road	Waste transfer station, waste re-processor, primary treatment and/or resource recovery park (combination of the above waste management uses).	This new 7.8 ha sub regional site replaces the Ditton Sidings sub-regional site (H1576) which was withdrawn by Halton's Executive Board following Preferred Options stage. This site is central within Halton District and will not impact on neighbouring Districts.
<b>Liverpool</b>	Sub-regional site L2337 is Land off Stalbridge Road, Garston.	Waste transfer station, waste re-processor, primary treatment and/or resource recovery park (combination of the above waste management uses).	5.4 hectare sub-regional site has planning consent for 150,000 tonnes waste management facility. Site has good proximity to both rail and port infrastructure and, located in South Liverpool, meets the sub-regional spatial need.
<b>St. Helens</b>	Sub-regional site S1596 is land adjacent to Sandwash Close, Rainford Industrial Estate.	Waste transfer station, waste re-processor, primary treatment and/or resource recovery park (combination of the above waste management uses).	6.1 hectare sub-regional site on the edge of existing industrial estate. Site has very good proximity to primary strategic road and motorway networks and is well separated from housing. New site replaces the Lancots Lane sub-regional site (S1885) which was withdrawn by St. Helens Full Council following Preferred Options stage.
<b>Sefton</b>	Local site F0885 is Farriers Way, Netherton Industrial Estate, Netherton.	Waste transfer station, waste re-processor or primary treatment.	1.7 hectare local site within an existing industrial estate. Best site in terms of distance from housing and likelihood of coming forward for a waste use. New site meets the local need in South Sefton.

- 5.5 Members should note that as the Waste DPD is at an advanced stage that there will be no further opportunity to change sites without the requirement for an additional and costly public consultation. Any replacement site is likely to raise more significant deliverability issues in terms of significant planning constraints.
- 5.6 Subject to approval of the Preferred Options 2: New Sites consultation report and the four new sites identified within this report, it is planned to proceed to a six week public consultation commencing in February 2011.
- 5.7 The public consultation on the Preferred Options 2 New Sites consultation report will include consultation meetings in the 4 Districts with the new (replacement) sites as set out in Table 2 above. The consultation process will meet the statutory requirements of each of the District's Statements of Community Involvement. Details of the events will be widely publicised and the events will be open to all, including residents from adjacent authorities.
- 5.8 The results of the public consultation will be collated and then reported to Members in each of the 6 Districts in advance of proceeding to the next stage in the Waste DPD, publication stage.

## **6. Funding - Revised District Contributions**

- 6.1 The City Region Cabinet agreed on 22<sup>nd</sup> October the funding to complete the Waste DPD as set out in table 3 (below). District Treasurers are requested to note this agreement and to make the appropriate financial provision for the completion of the Waste DPD.

**Table 3** – Final Costs to completion of Waste DPD, excluding advertising, printing and legal.

	<b>Financial Year to 31 March 2011 (Already agreed)</b>	<b>Year to 31 March 2012</b>	<b>Year to 31 March 2013, anticipated adoption date October 2012</b>
<b>Halton</b>	£15,028	£13,687	£8,389
<b>Knowsley</b>	£18,351	£16,725	£10,251
<b>Liverpool</b>	£51,520	£46,965	£28,785
<b>St. Helens</b>	£19,577	£17,841	£10,935
<b>Sefton</b>	£29,682	£27,063	£16,587
<b>Wirral</b>	£35,895	£32,721	£20,055
<b>Total</b>	<b>£170,053</b>	<b>£155,002</b>	<b>£95,002</b>

- 6.2 Costs show a year on year reduction from 2010/11 onwards until adoption because as the project moves into its final stages of completion, costs associated with consultancy are reduced to zero and Merseyside EAS staff costs also reduce. Table 3 excludes legal fees and advertising costs which will need to be borne by the individual District incurring those costs. In addition, the 2012/13 costs exclude the final Waste DPD printing as the format and specific printing requirements will not be known until that time.

- 6.3 A proportion of the cost (24.8%) originally came from the MWDA through an additional MWDA levy charged to the Districts. In 2008/2009 financial year, MWDA withdrew from the Waste DPD funding partnership and Waste DPD Steering Group and therefore no longer charged the Districts this levy. The District Waste DPD funding contributions (excluding Halton) were therefore adjusted in 2009 to include the proportion which was previously levied by MWDA. The Districts therefore fund the preparation of the Waste DPD from a variety of District budgets including planning and waste.
- 6.4 **Examination in Public (EIP)** - The cost of EIP will be reported separately once the costs are known with greater certainty. A worst case cost estimate of £30,000 per District for the EIP during 2011/12 should be used for financial planning purposes though it could be substantially less than this.

## 7. **Timetable & Next Consultation**

- 7.1 The project plan has been updated to take account of the Preferred Options 2 New Sites consultation. Member approval is urgently needed for both the new sites and the 6-week public consultation to complete the project without delay.
- 7.2 The amended project timetable is set out in table 4 below. To reduce planning risks and avoid incurring additional costs (currently estimated at £15,000 per month in 2012/13), District approvals processes should proceed without delay.

**Table 4 – Final stages to complete the Waste DPD.**

<b>Stage</b>	<b>Date</b>	<b>Comments</b>
Report Results of Preferred Options to: CRC, Districts and public via website	October 2010	Progress and next steps approved by CRC on 22 <sup>nd</sup> October 2010.
Preferred Options 2 - New Sites consultation.	District approvals by mid-February 2011. 6 week public consultation February to March 2011	Member approval will be needed for the new sites consultation supported by a Core Content Committee report. Public consultation will be over a 6-week period. Period of preparing draft Waste DPD for Publication where final issues are to be resolved.
Draft Waste DPD / Sustainability Appraisal Final Report for Full Council approval.	May to July 2011 – 10 weeks	Full Council approvals stage.
<b>Regulation 27: Publication Stage - publication of the Waste DPD and Sustainability Appraisal Final Report</b>	<b>July 2011</b>	<b>Point at which final proposals are published for final consultation.</b>
Regulation 28/29: Representations following publication.	July to September 2011 – 7 weeks	Period extended by 1 week as consultation spans holiday period.
<b>Regulations 30 &amp; 31: Submission Stage - submission of Waste DPD to Government</b>	<b>October 2011</b>	<b>Point at which we will know scope of EIP if any soundness issues remain.</b>
<b>Examination in Public Stage</b> Pre-Hearing meeting.	November 2011	Point at which Planning Inspector sets out specific issues

		and information requirements.
Examination Hearing.	February 2012	Duration of Examination Hearing will depend on Inspector scope and soundness issues.
Receipt of binding Inspector's Report.	June 2012	
Full Council meetings to approve DPD for adoption.	June to October 2012 – 10 weeks	
<b>Adoption of Waste DPD</b>	<b>October 2012</b>	<b>Project completion, implementation and monitoring of the Plan starts.</b>

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**Appendix 1 - Recommendations agreed by City Region Cabinet on 22<sup>nd</sup> October 2010.**

Recommendation 1 – For the City Region Cabinet to note the Planning Inspectorate frontloading visit report.

Recommendation 2 – For the City Region Cabinet to note the results of consultation on the Waste DPD Preferred Options Report.

Recommendation 3 - For the City Region Cabinet to endorse a public consultation (Preferred Options 2) on new sites for proposed allocation within the Plan and for member approval to be sought from the Districts as appropriate.

Recommendation 4 – For the City Region Cabinet to agree the funding to complete preparation of the Waste DPD as set out in table 2 and for District Treasurers' to make appropriate financial provision in 2011/12 and 2012/13 to complete the Waste DPD.

Recommendation 5 - For the City Region Cabinet to note that EIP costs will arise in 2011/12 and to receive a report on costs when they are known with certainty.

Recommendation 6 – For the City Region Cabinet to note that a core content report will be prepared to support District approvals by the end of 2010.

Recommendation 7 - For the City Region Cabinet to receive a report in due course on monitoring and reporting arrangements for the Waste DPD.