

# JWDPD Issues and Options 2012

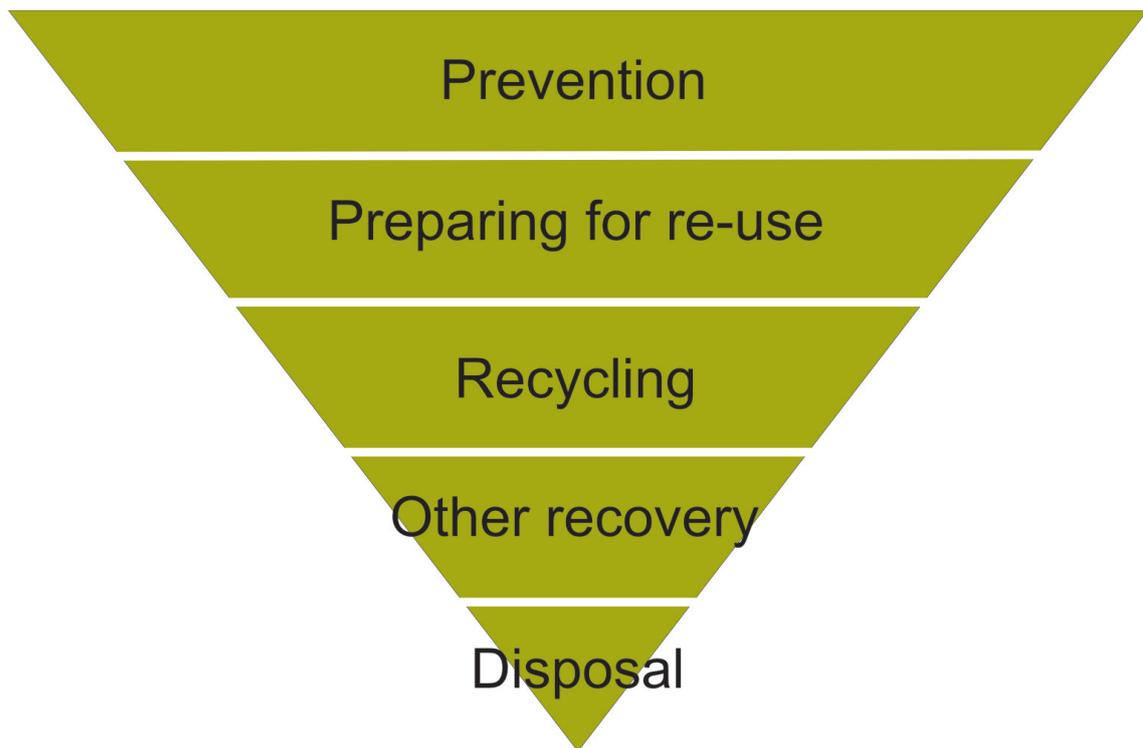
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# 1. Introduction

- 1.1** This is your chance to influence future waste management facilities and waste policies which will cover Hull and the East Riding of Yorkshire for the next 15 years. During the next 18 months you will have the opportunity to put forward your views as to how and where waste facilities will be built and what policies are needed to ensure this happens. Whilst it is important to minimise waste, when managed the right way, some 'waste' can be re-used or recycled and can be good for the economy, creating jobs and wealth, whilst allowing both councils' environmental/sustainable/green aspirations to be met. This helps to ensure precious resources are no longer simply buried in holes in the ground.

## **What is the Joint Waste Development Plan Document**

- 1.2** With an increasing awareness of problems caused through pollution, climate change and other related issues, it is essential that we plan to minimise the impact of waste on the environment. We need to identify sites which are suitable for waste management uses in the future. We also need policies to allow fair and informed decisions on planning applications for waste management facilities and sites to be made. The document will follow European legislation's "reduce, reuse, recycle" principle, and the waste hierarchy in Planning Policy Statement 10. This means that landfill, as the least sustainable waste management option, and at the bottom of the waste hierarchy should be considered the option of last resort. To ensure this is the case, the cost of Landfill Tax on waste going to landfill has increased dramatically. Landfill Tax was introduced in 1996, at a rate of £7 per tonne, rising to £56 per tonne in 2011/12. It will continue to rise at a rate of £8 per year until it reaches £80 per tonne.
- 1.3** The JWDPD will be part of each council's Local Development Framework – a set of documents all councils with a responsibility for planning need to produce to comply with the Planning and Compulsory Purchase Act 2004.
- 1.4** The JWDPD will be developed to address European, national and local policies, strategies, and priorities, whilst also reflecting local circumstances.



**Figure 1.1 Waste Hierarchy Diagram**

### **Issues and Options**

- 1.5** This consultation paper seeks to identify the issues that matter most and the options available to manage waste sustainably. We want your views and suggestions.
- 1.6** We previously carried out a consultation in 2008, but due to a number of factors, work on the JWDPD was suspended. Since then there have been a number of changes, including significantly improved municipal recycling rates and a overall fall in waste arisings, and we feel it is appropriate to re-consult on Issues and Options.
- 1.7** When completed, the Joint Waste Development Plan Document (JWDPD) will replace the Joint Waste Local Plan which has been in place since November 2004. It is not intended that the Joint Waste DPD will replace the Joint Sustainable Waste Management Strategy which itself is being revised, it will help to implement it. However, it should be noted that the Joint Sustainable Waste Management Strategy only covers municipal waste.
- 1.8** We are pleased that both Hull City Council and the East Riding of Yorkshire Council are again working together on such an important document which will cover the whole of Hull and the East Riding for many years to come.

- 1.9** We are seeking your views from the outset to ensure the best and most acceptable options are taken forward. With issues such as waste, it is inevitable that not everyone will support the proposals. However, waste facilities need to be located somewhere and we will ensure their locations are as acceptable as possible.

## Consultation

- 1.10** A formal consultation on waste 'issues and options' is taking place between the 7th February and the 6th April 2012. The Issues and Options consultation paper is available throughout Hull and the East Riding at the following locations:  
 Planning Office, Kingston House, Bond Street, Hull, HU1 3ER  
 The Guildhall, Alfred Gelder Street, Hull, HU1 2AA  
 In all Hull City Council libraries, The History Centre and customer service centres  
 In all East Riding of Yorkshire Council libraries and customer service centres  
 On-line at [www.hullcc.gov.uk](http://www.hullcc.gov.uk) and [www.eastriding.gov.uk](http://www.eastriding.gov.uk)
- 1.11** Accompanying the paper is a questionnaire. Please consider completing it as your views and answers are welcome. You don't have to answer all of the questions and your comments should not be restricted to just these questions. Prompts to help you complete the questionnaire appear after each section, and comments are welcome on all matters raised in the JWDPD Issues and Options paper.
- 1.12** Also accompanying the paper is a Site Request Form. If you are aware of any sites which may be suitable for use for waste facilities, please complete and return it.
- 1.13** You can complete the questionnaire online at:  
<http://hullcc-consult.limehouse.co.uk/portal>
- 1.14** Alternatively, please send completed questionnaires, other comments or Site Request Forms to:  
 FREEPOST RSJC-BUBU-ERTY  
 F.A.O. Planning Policy  
 Hull City Council  
 Kingston House  
 Bond Street  
 Hull  
 HU1 3ER  
 (Freepost – no stamp required)  
 or email [planning.policy@hullcc.gov.uk](mailto:planning.policy@hullcc.gov.uk) .

## Background

- 1.15** Historically Hull and the East Riding have relied heavily on landfill as the main method of waste disposal. We must now look for alternatives. Landfill sites are filling up, with few suitable new sites available and we must ensure that they are only used for waste which cannot be reused, recycled or treated in a more sustainable way. Achieving sustainable waste management is challenging, but ultimately the benefits to the residents of Hull and the East Riding, to its flora and fauna and to the wider environment make the challenge worthwhile.
- 1.16** Hull City Council and the East Riding of Yorkshire Council are both Waste Collection and Waste Disposal Authorities, with specific responsibilities under the Environmental Protection Act 1990 for collecting, managing and disposing of municipal waste. They are also Waste Planning Authorities with responsibilities for the preparation of Waste Planning documents.
- 1.17** Although most people associate waste with what they put in their bins at home, this only forms about 30% of the actual waste generated. Commercial and industrial, construction and demolition, clinical, hazardous, agricultural, waste electrical and electronic equipment (WEEE), liquid wastes; and end of life vehicles (see chapter 3 and volume 2 for definitions) all need to be taken into account and their disposal managed, and this plan will provide the planning framework to ensure this occurs. Different types of waste require different methods of treatment, and a range of technologies are available, with new technologies emerging all the time. The plan needs to be flexible enough to respond to these changes.
- 1.18** Facilities using a variety of technologies will be needed for our waste to be managed more sustainably.

## Geographical Area

- 1.19** The JWDPD area forms part of the Yorkshire and Humber region of the UK. Located on the east-coast, it lies midway between London and Edinburgh. The JWDPD area has strong links with North Lincolnshire, North East Lincolnshire and North Yorkshire; and to a lesser extent, other parts of the region.
- 1.20** The JWDPD area is within easy reach of both European and Baltic ports and is located in a prominent position on the Trans-European Network. This runs across the north of England, linking to both Ireland and mainland Europe. More detail of the JWDPD's geographical area is provided in Volume 2.

## Why Hull and East Riding are working together

- 1.21** Hull and the East Riding are working together for a number of reasons. Waste issues do not conform to local authority boundaries. The authorities recognise that we rely on each other for dealing with our waste, and it is therefore sensible that we should have common policies on waste matters. It is logical therefore that there should be a joint plan for waste. Both Authorities have worked together since a local government reorganisation in 1996 when Hull City Council and East Riding of Yorkshire Council took over waste disposal responsibilities from Humberside County Council.
- 1.22** Neither Hull or the East Riding of Yorkshire Councils are self-sufficient in relation to waste management facilities. There is therefore the need for the councils to work together to ensure that sustainable waste management solutions can be developed across the area. As the JWDPD is seeking to deliver sites for waste management to help achieve this aim, it makes sense for it to cover the same geographical area.
- 1.23** Joint working on waste issues occurs elsewhere, for example in Greater Manchester, Merseyside, Berkshire, South Yorkshire and all remaining two tier County and District areas. Such joint working recognises that neighbouring Authorities are often reliant on one another to manage the amount of waste they generate.
- 1.24** As well as the Planning and Compulsory Purchase Act, the Joint Waste DPD needs to take account of a number of pieces of European and National legislation. This legislation is detailed within Volume 2.

## Appraisals and Assessments

- 1.25** As part of the planning system a number of appraisals and assessments are required of all DPDs; this includes the JWDPD. A sustainability Appraisal, incorporating a Strategic Environmental Assessment, an Equalities Impact Assessment and a Health Impact Assessment is needed. In addition a Habitat Regulations Assessment must also be completed. The aim of these assessments is to ensure the JWDPD is sound and robust and places sustainability at its core. These assessments ensure any development arising from the guidance and policies set out in the JWDPD will balance health, environmental, social, economic, ecological and flood risk matters and ensure the most sustainable option is chosen.

## Evidence Base

- 1.26** Development Plan Documents must be based on a sound and reliable evidence base. This Issues and Options consultation document is supported by an evidence base document, entitled 'Volume 2: Background information to the further Issues and Options Consultation Paper. It contains details on the Plan Area, Consultation, European,

National, Regional and Local Considerations, Waste Management Glossary, Sites with Waste Management Licences and Waste Data, and can be viewed at the locations given in the consultation section, and on-line at [www.hullcc.gov.uk](http://www.hullcc.gov.uk)

## 2. Aims and Objectives

### Overview of the Issue:

- 2.1 The JWDPD's aims are set by European, National and Regional guidance, and each council's Core and Community Strategies. The Joint Waste DPD aims to reduce waste and improve the long-term sustainability of waste management in Hull and the East Riding of Yorkshire moving the management of waste up the waste hierarchy and ensuring waste facilities are located at the nearest appropriate location.
- 2.2 It is also expected that the JWDPD should ensure the identification of suitable waste management facilities to sustainably manage the waste generated in Hull and the East Riding, whilst protecting the natural, built, economic and social environment.
- 2.3 **Hull City Council Core Strategy Publication Document – June 2011**

### Policy CS 10

#### Waste facilities

**1. The sustainable management of waste will be progressed by the provision of appropriate waste facilities in suitable locations. Waste management facilities should be located where the potential to use railways, docks, wharves and rivers can be maximised, as a more sustainable alternative to road transport.**

**2. Development will be supported if:**

- a. it deals acceptably with the management of its waste stream in accordance with the waste hierarchy;
- b. opportunities are taken for on-site management of waste;
- c. opportunities are maximised for the co-location of facilities; and
- d. distances over which waste is transported are minimised.

## 2.4 East Riding of Yorkshire Council Waste Policy

### **Policy HQE8: Sustainable Waste Management**

**A. The provision of appropriate waste facilities in suitable locations is to be determined within the Joint Waste Development Plan Document.**

**B. Development will be supported if:**

- 1. It deals acceptably with the management of its waste stream in accordance with the waste hierarchy;**
- 2. Opportunities for the on-site management of waste are taken;**
- 3. Opportunities for the co-location of waste facilities are maximised; and**
- 4. Distances that waste is transported are minimised.**

### **What are the Options?**

**2.5** To achieve these aims it is proposed that the JWDPD should pursue options in the four categories below:

**2.6** Site identification (see section 3)

- ensuring that sufficient and suitable sites for waste facilities and management are identified
- identifying the amount and type of waste that will be generated in Hull and East Riding over the next 15 years taking into account available forecast waste data.
- encompassing the relevant principles of the Hull and East Riding Joint Sustainable Waste Management Strategy including the delivery of its targets, through the encouragement and support of waste minimisation; re-use, recycling, composting; provision of recycling facilities in new developments; and allocation of the necessary sites to deal with municipal solid waste (MSW)

- encouraging the submission of details of sites for consideration as potential waste management sites
- devising site assessment criteria for judging the suitability of a site for a new waste site facility.
- Helping to deliver sustainable development by driving waste up the waste hierarchy, recognising waste's value as a resource and looking to landfill as the last option

## 2.7 Guidelines for Waste Management Facilities (see section 4)

- devising waste planning policies to help assess the suitability of proposed waste development during the life of the plan.
- supporting projects which utilise sustainable waste management technologies, and which support the health and wellbeing of the population and environment.
- safeguarding the population and environment of the area.

## 2.8 Waste Facilities in Large Development (see section 5)

- establishing criteria to ensure that large developments manage waste sustainably during the course of their construction and that they contribute towards the provision of new waste facilities

## 2.9 Delivery (see section 6)

- monitoring targets to check that the Waste DPD is delivering what it set out to achieve.

### **Question 1**

Using the questionnaire which accompanies this paper, please let us have any views and comments on this section.

## 3. Waste Streams and the need for Waste Management Facilities

### Types of Waste

#### Overview of Issues

- 3.1** The JWDPD needs to plan for waste from a variety of waste streams, each of which poses unique issues. The JWDPD also needs to identify the amount and type of waste that will be produced during the plan period to enable it to plan for sufficient additional sites for waste facilities. There are a number of types of waste, each of which needs treating in different ways, or at alternative sites. The main streams are described below.

#### Municipal Waste

- 3.2** Municipal waste is all waste which comes into the possession or under the control of waste disposal or waste collection authorities, with the exception of municipal construction and demolition waste.
- 3.3** It is important that the JWDPD has sufficient flexibility to allow both Councils to respond to whatever changing conditions, needs and demands the future may dictate and that today's constraints do not prevent the ability to manage waste streams in the future.

#### Commercial and Industrial Waste

- 3.4** Commercial and Industrial Waste is waste arising as a result of trade or businesses. It also includes entertainment venues and educational establishments. It is mainly harmless, but can include toxic, chemical or hazardous waste.

#### Construction and Demolition Waste

- 3.5** Construction and Demolition Waste is waste arising when buildings are erected or demolished. It is mainly inert (and therefore harmless) and consists predominantly of brick and concrete rubble, wood, glass and packing materials. It does, however, contain some materials which are potentially harmful and which require treating and disposing in special ways, for example, asbestos.

#### Hazardous Waste

- 3.6** Hazardous Waste is any waste that is, or could be harmful to human health or the environment. These wastes generally have one or more of the following properties: flammable, oxidising, corrosive, or toxic.

- 3.7** Hazardous waste is a very complex waste stream consisting of a number of different wastes, all of which require specialised types of treatment.
- 3.8** Due to the specialised nature of these wastes the quantity arising is often relatively small, meaning their management is only suitable at a regional or sub-regional level. So whilst there may be a desire to have additional capacity to deal with hazardous waste in Hull and the East Riding, there would still be a need to export some of this waste from the area for treatment.

### **Agricultural Waste**

- 3.9** Agricultural Waste is waste from premises used for agriculture.
- 3.10** Agricultural waste has only recently been covered by planning regulations. Prior to the Agricultural Waste Regulations 2006, agricultural waste could be disposed of on the farm by burning or burying. Now it is subject to controls in the same way that other waste streams are.

### **Question 2**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel that the appropriate waste streams have been identified.
- 2) add any further waste streams you believe should be included, or add any further comments or observations you have on this section.

### **Amounts of Waste**

- 3.11** The Environment Agency receives a wide range of data from licensed waste operators. In addition to tonnage, this includes types of waste, where it arose, where it was taken to, and what happened to it. Below are summary tables showing actual figures since 2007. More detailed data is given in Volume 2.

Waste Arisings	Actual							
	2007		2008		2009		2010	
<b>Household, Industrial &amp; Commercial</b>								
	Received	Removed	Received	Removed	Received	Removed	Received	Removed
Hull	456,135.68	417,392.86	521,993.11	421,358.42	407,075.73	371,965.10		
ERYC	452,046.02	222,149.93	459,168.71	252,273.43	347,135.68	178,977.33		
<b>Total</b>	<b>908,181.70</b>	<b>639,542.79</b>	<b>981,161.82</b>	<b>673,631.85</b>	<b>754,211.41</b>	<b>550,942.43</b>		
<b>Inert / Construction &amp; Demolition</b>								
Hull	145,687.58	18,617.46	150,980.52	86,116.84	222,708.05	75,980.45		
ERYC	433,880.98	133,760.10	458,340.65	125,462.68	306,058.10	67,793.20		
<b>Total</b>	<b>579,568.56</b>	<b>152,377.56</b>	<b>609,321.17</b>	<b>211,579.52</b>	<b>528,766.15</b>	<b>143,773.65</b>		
<b>Hazardous</b>								
Hull	33,080.85	18,617.46	16,478.15	14,538.64	41,402.57	24,982.66		
ERYC	16,420.80	17,284.72	6,107.43	6,270.11	6,108.70	9,429.11		
<b>Total</b>	<b>49,501.65</b>	<b>35,902.18</b>	<b>22,585.58</b>	<b>20,808.75</b>	<b>47,511.27</b>	<b>34,411.77</b>		
<b>Totals</b>								
Hull Total	634,904.11	454,627.78	689,451.78	522,013.90	671,186.35	472,928.21		
ERYC Total	902,347.80	373,194.75	923,616.79	384,006.22	659,302.48	256,199.64		
<b>Overall Total</b>	<b>1,537,251.91</b>	<b>827,822.53</b>	<b>1,613,068.57</b>	<b>906,020.12</b>	<b>1,330,488.83</b>	<b>729,127.85</b>		

Source: Environment Agency Waste Data Interrogator

**Table 3.1 Actual Waste Arisings**

Site Category	Facility Type	Number of Facilities									
		2007		2008		2009		2010			
		ERYC	Hull	ERYC	Hull	ERYC	Hull	ERYC	Hull		
Landfill	Inert LF	8	0	9	0	6	0				
	Non Haz (SNRHW) LF	1	0	2	0	1	0				
	Non Haz LF	5	0	5	0	3	0				
MRS	Car Breaker	3	2	3	1	5	1				
	ELV	6	2	5	1						
	Metal Recycling	6	5	5	5	6	4				
On/In Land	Land Recovery	1	0	1	0	1	0				
	CA Site	9	1	8	1	9	1				
	Haz Transfer	2	5	3	6	2	5				
Treatment	Non Haz Transfer Stn	9	6	11	8	11	8				
	Biological Treatment	1	0	1	0	1	0				
	Composting	2	0	2	0	2	0				
	Material Recycling Facility	3	0	3	0	3	0				
	Physical Treatment	4	5	4	5	4	6				
	<b>Total number of facilities</b>	<b>60</b>	<b>26</b>	<b>62</b>	<b>27</b>	<b>54</b>	<b>25</b>				

Source: Environment Agency Waste Data Interrogator

**Table 3.2 Number of Waste Facilities by Category and Facility Type**

- 3.12** In addition to historical data, we need to forecast how much of each waste type is likely to arise in the future in order to know how many facilities, and of what size and type are going to be required. Forecasting is difficult, with many variables, however, in order to ensure sufficient waste management facilities of the appropriate type and size are planned for, we have to estimate how much of each type of waste will arise in future and what types of facilities are needed.
- 3.13** The forecast for waste data can be taken from the RSS, in accordance with PPS10, or we can consider the use of an alternative forecast. To do this, we would need to identify an alternative source for the baseline data on which to base the forecasts.

#### **Regional Spatial Strategy.**

- 3.14** We can use the figures in the Regional Spatial Strategy. These were independently examined and adopted in 2008. The RSS figures include forecasts. PPS 10 refers to the need for the JWDPD to use these figures, however, the Government has stated it is its intention to revoke RSS and legislation to do this is currently being written.

#### **Environment Agency Data.**

- 3.15** The Environment Agency produces annual waste data based on the compulsory returns for environmental permits. This data is produced independently of both councils, and is consistent from year to year, but it only becomes available a year after the returns are made.

#### **Council Municipal Waste Data.**

- 3.16** Council waste management and disposal requires environmental permits, the same as for other waste operators, and part of the conditions are that the data must be submitted regularly. Although this data is available more quickly than the Environment Agency data, it is only available for the municipal element of the waste stream, however this only represents about 30% of the waste to be managed.
- 3.17** After the original Issues and Options consultation in 2008, a comment was received from a company involved in the waste industry which suggested that the figures originally given were not clear. They felt that Environment Agency figures, to which all waste operators submit regular returns were preferable and accurate.
- 3.18** Once the source of data is identified, we need to forecast how much waste we are likely to need to deal with.

**What are the Options?**

1. To continue to use the RSS as the source of waste data and forecast figures.
2. To use the data supplied independently by the Environment Agency.
3. To use the data supplied independently by the Environment Agency, but, for municipal waste streams only, to use the Councils' figures.
4. A combination of the above sources.
5. Any other source?

**Question 3**

Using the questionnaire which accompanies this paper, please:

- 1) give any comments on the figures for actual waste arisings.
- 2) indicate your views on how we should approach waste forecasting.
- 3) add any further comments or observations you have on this section.

## Achieving Self-Sufficiency

### Overview of the Issue

- 3.19** The principle of dealing with as much of your own waste as possible is known as self-sufficiency. It is inevitable that there will be some movement of waste into and out of JWDPD area. Also, for some types of waste, in particular hazardous waste, facilities are normally considered at a regional/national level as the volumes of individual types of hazardous waste arising in a local area are usually quite small. It is therefore uneconomical to provide facilities for many types of hazardous waste at a local level.
- 3.20** Government policy encourages waste planning authorities to manage as much waste as possible close to where it is produced. PPS10 states that planning strategies, in guiding the development of waste management, should help deliver sustainable development and provide a framework in which communities take more responsibility for their own waste, moving further towards net self sufficiency. However, as waste is moved up the hierarchy, it stops being a problem and becomes more of a resource, so consideration should also be given to whether allowing the importation of some materials, previously considered to be waste, but now suitable for re-use, re-cycling or re-processing, will benefit the local economy through the creation of extra jobs, and in doing so will allow more 'waste' to be moved up the hierarchy.

### Question 4

Using the questionnaire which accompanies this paper, please:

- 1) give any comments you have on self-sufficiency or the importation of materials for re-use, re-cycling or re-processing.
- 2) add any further comments or observations you have on this section.

## Waste Management Facilities

**3.21** Waste management facilities can be grouped according to which of the various kinds of processes they employ. These groups, together with the treatments in each group are:

- Biological / Mechanical Processes
  - Composting
  - Windrow Composting
  - In-vessel Composting
  - Anaerobic Digestion
  - Processing of Recyclables
  - Mixed Waste Processing
- Thermal
  - Pyrolysis/Gasification
  - Small Scale Thermal Treatment
  - Large Scale Thermal Treatment
- Landfill
  - Landfill/Land Raising
  - Landfill Gas Plant
- Other Processes
  - Leachate Treatment Plant
  - Small Scale Facilities (Civic Amenity Sites/Bring Sites)
  - Waste Transfer Station
  - Specialist Industrial/Commercial Facilities

### Question 5

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel the appropriate groups of processes have been identified.
- 2) add any further comments or observations you have on this section.

## **Types of waste treatment**

**3.22** There are a number of different types of treatment for waste. Detailed below are brief explanations of what these treatments are. Fuller descriptions are available in Volume 2.

### **Composting**

**3.23** Composting is a biological process which uses micro-organisms and oxygen from the air to convert biodegradable organic matter into compost.

### **Anaerobic digestion**

**3.24** Anaerobic Digestion is the biological treatment of biodegradable organic waste in the absence of oxygen, which uses microbes to break down the waste in a controlled environment.

### **Processing of recyclables**

**3.25** Processing of recyclables includes all those operations which are designed to accept source separated recyclates for processing and bulking up prior to transport to more specialist re-processors.

### **Mixed waste processing**

**3.26** The term mixed waste processing is a general term used to describe those operations, primarily of a mechanical and/or biological nature, which are designed to process unsorted 'black bag' wastes, residual household waste following doorstep separation of recyclables/green waste and residual waste following centralised separation of recyclables/organics.

### **Pyrolysis and gasification**

**3.27** Pyrolysis and gasification, like normal combustion, involve a chemical reaction which takes place at high temperature. This generates energy from organic or hydrocarbon containing materials.

### **Small scale thermal treatment**

**3.28** The distinction between large and small scale thermal treatment plants made here relates to the scale of process buildings and waste throughputs. These plants accept relatively small quantities of waste (usually less than 90,000 tonnes per annum) from a relatively small catchment area.

### **Large scale thermal treatment**

- 3.29** Large scale thermal treatment plants are typically characterised by large building designs, which are often located in or near urban areas, receiving between 90,000 and 600,000 + tonnes of waste per year.
- 3.30** In land use planning terms a distinction can be drawn between plants that are designed to handle large volumes of mixed waste and smaller scale facilities often designed to receive a specific component of the waste stream using different process technologies. These facilities are now designed to efficiently recover energy from the waste. Thermal treatment without energy recovery is no longer accepted.

### **Landfill**

- 3.31** The term landfill relates to waste disposal mainly below ground level whereas landraise, also generically referred to as landfill, refers to waste disposal mainly above pre-existing ground levels

### **Landfill gas plant**

- 3.32** Landfill gas is defined in the Landfill Regulations as 'any gas generated from landfilled waste'. As such, this includes all gases produced from both anaerobic and aerobic biodegradation of putrescible material, chemical reactions and volatilisation from the waste materials within and on the surface of the landfill. The principal components of landfill gas are methane – CH<sub>4</sub> (40–60%), carbon dioxide – CO<sub>2</sub> (40–60%) and small amounts of hydrogen, oxygen, nitrogen and water vapour.

### **Leachate treatment plant**

- 3.33** Leachate is the generic term given to water which has come into contact with decomposing waste materials and which has drawn pollutants out of those materials into solution, thereby contaminating the water.

### **Small scale facilities**

- 3.34** Small scale waste management facilities include bring bank and household waste recycling sites..

## **Waste transfer**

**3.35** Waste transfer is the process by which waste is taken from waste producers, including industry, commerce and the general public, for treatment, recycling and/or disposal. To minimise the cost of transport and to reduce environmental impacts, transfer stations are commonly used to transfer waste from smaller vehicles to larger vehicles, or from road vehicles to trains or barges for onward transport.

### **Question 6**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel the appropriate types of treatments have been identified, and if the definition given is correct.
- 2) add any further comments or observations you have on this section.

## 4. Site identification

**4.1** Chapter 3 dealt with the issue of the need to ensure sufficient facilities are provided in Hull and the East Riding to cope with the amounts of waste arising. This chapter looks at the issue of ensuring that suitable sites for waste management facilities will be provided, and considers the following elements:

1. Site Selection
2. Site Nominations
3. Spatial Pattern of Facilities
4. Site Assessment Criteria
5. Site Assessment Survey

### Site Selection

#### Overview of the Issue

- 4.2** PPS10 requires Local Authorities to allocate specific sites to support the pattern and broad locations of waste management facilities, as set out in the RSS and to deliver the waste apportionment figures it contains over a 10 year period. It also indicates that treatment and recovery facilities to deal with municipal, commercial, and industrial waste will need to double by 2020 (Yorkshire and Humber Plan, Policy ENV13A1, p126). This means that the JWDPD must identify suitable and sufficient sites for these facilities. RSS also states that there is a need to increase hazardous waste capacity across the region.
- 4.3** The Government has stated its intention to revoke RSS. When it does, it is not clear how the PPS 10 requirement to consider RSS will be addressed. The Government is in the process of producing a National Waste Management Plan (due Spring 2012) which may address this.
- 4.4** Sites also need to be allocated for waste management facilities to enable the targets within the Joint Sustainable Waste Management Strategy (JSWMS) to be met and to ensure appropriate facilities are available to deal with each of the different waste streams. The JSWMS is due to be revised in the near future.

- 4.5 The allocation of specific sites in the adopted JWDPD means that the principle of waste management development on those sites is accepted, but planning permission will still need to be obtained.
- 4.6 It will be necessary to establish through site assessment what waste management facilities or processes would be suitable on these sites, and what their potential operating capacity is.
- 4.7 There are a number of sources for potential sites for consideration for waste management purposes:
- **The Hull and East Riding Joint Waste Local Plan (JWLP).**  
The JWLP was adopted in November 2004 and contains a number of existing waste management sites which could be carried forward into this site selection process.
  - **Hull City Council/East Riding of Yorkshire Council Site Selection Study.**  
In December 2003, the Barton Willmore Planning Partnership carried out an 'Assessment of Potential Sites for Waste Management Purposes' for both authorities as part of the preparatory work for Target 45+. This identified sites of 1 hectare or more within the Hull and East Riding area which may present potential opportunities for future use in connection with waste management purposes.
  - **Waste Operators/Landowners/Others**  
During this consultation, waste firms, land owners, and the general public are invited to suggest specific sites for waste management use. The input from this consultation will be valuable as the DPD needs to avoid unrealistic assumptions on the prospects for development of waste management facilities, or of particular sites or areas. Sites should be submitted on the Waste Site Request Form in this document. It is also available on Hull City Council's website at [www.hullcc.gov.uk](http://www.hullcc.gov.uk) by clicking on 'planning', 'planning policy', 'hull development framework', then 'joint waste DPD'.  
The advantage of submitting potential sites is that subject to site assessment, in addition to their current use, the sites may be allocated for additional waste management uses, allowing the flexibility to change the waste management use or technology on the site much more easily by increasing the likelihood of obtaining planning permission.

- **Employment/Industrial Land**

Some waste technologies have characteristics which enable them to be classed under use class B2: General Industrial. This enables areas of industrial land to be allocated for certain waste technologies provided that the allocation would not result in a reduction of employment land essential for providing for growth of Hull or the East Riding's economy.

### **Question 7**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel that the appropriate Site Identification Issues have been identified.
- 2) add any further issues, options, comments or observations you have on this section.

## Spatial Pattern of Facilities

### Overview of the Issue

- 4.8** Waste is generated mainly in areas where people live and businesses are located. Waste is also generated in industrial areas, business parks, farms and quarries. PPS10 requires us to consider the on site management of waste. This includes looking to co-locate facilities together with complementary activities or their end markets.

### What are the options?

- 4.9** Options for spatially distributing waste management facilities could include:

- **Dispersed Distribution of Waste Facilities:**  
This would provide sites for a large number of small facilities located close to centres of population and business, and the waste product end markets in the Hull and East Riding area. This approach would provide for local needs for waste management and reduce the need to transport waste long distances. However, because only small facilities are involved, companies may be unwilling to invest in developing such sites due to poor economies of scale. This approach would require a large number of sites, and could lead to an increased risk of conflicting neighbouring land uses. There could also be some uncertainty as to whether this approach will deliver sufficient sites.
- **Concentrated Distribution of Waste Facilities:**  
This involves providing a small number of large facilities close to the major urban areas and large industrial sites in the area. The advantages are that it provides economies of scale, increasing the financial viability of such facilities. This would therefore increase the deliverability of such facilities. The larger sites approach would provide opportunities to create resource recovery parks for co-locating activities that utilise waste products as a resource. It also reduces the potential for conflicting neighbouring uses. This approach increases distances waste needs to travel to reach a suitable treatment or disposal point, and can increase pressure on the transport system due to a large number of journeys to and from the large sites.
- **A Combination of the above options:**  
This approach gives increased flexibility which allows different spatial approaches for different waste technologies and waste types, recognising the different characteristics they have.
- To identify a preferred spatial distribution pattern for each type of waste management facility / waste stream handled.

## Question 8

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel that the approach to Spatial Pattern of Facilities is correctly identified.
- 2) add any further issues, options, comments or observations you have on this section.

## Site Assessment Criteria

### Overview of the Issue

- 4.10** In addition to PPS10's requirement that opportunities for on-site management of waste and opportunities for the co-location of waste facilities with complementary activities are considered favourably, we must also identify criteria against which sites can be assessed.
- 4.11** Below are some potential areas where criteria could be identified to allow sites to be assessed. We would welcome any other suggestions you may have on suitable topics where criteria could be developed which would help in the identification of suitable waste sites.
- Employing a precautionary approach to the protection of water resources, particularly in locations on major aquifers and source protection zones.
  - Avoiding land instability or areas subject to estuarial or coastal erosion.
  - Adverse impact on nature conservation interests including Special Protection Areas, Special Areas of Conservation, RAMSAR, Sites of Special Scientific Interest, and National Nature Reserves
  - Adverse impact on the historic environment and built heritage including any adverse impact on sites or buildings with a national or international designation such as scheduled ancient monuments, conservation areas, listed buildings, registered historic battlefields, and registered parks and gardens
  - Traffic and access including consideration of the suitability of the road, rail, and water network.
  - Odours, dust, and the proximity of sensitive uses.
  - Potential land use conflict with existing uses.
  - Location within a Health and Safety Executive zone.

- The level of flood risk at the location.
- Likelihood of the site coming forward for development, including difficulties with land ownership, land contamination, and existing use
- Noise and vibration.
- The reuse of previously developed land and redundant agricultural and forestry buildings.
- Geometry of the site. The shape of and size of a site may make it unsuitable for some waste technologies
- The potential for attracting vermin and birds.
- Visual intrusion, including the impact on landscapes of national importance such as Areas of Outstanding Natural Beauty and Heritage Coasts.
- Litter.
- Proximity to waste arisings
- The grade of agricultural land which would be lost to waste development
- Proximity to an aerodrome safeguarding zone
- Archaeological impact

### **Question 9**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel that the appropriate Site Assessment overview has been identified.
- 2) add any further issues, options, comments or observations you have on this section.

## Site Assessment Survey

### Overview of the Issue

- 4.12** The allocation of suitable sites as part of the JWDPD is required by the Planning and Compulsory Purchase Act, 2004 and is essential to ensuring the effective management of Hull and East Riding's waste arisings to 2026.
- 4.13** Following the comments received on this document, we will finalise site assessment methodology, and use it to assess the available sites, carrying out surveys as necessary. This will act to filter out sites that are clearly not suitable to carry forward to the preferred options stage.
- 4.14** In order to identify suitable sites for waste management / facilities we need to apply site assessment criteria. . This raises the issue of needing the finalised site assessment criteria in order to establish a set of preferred waste management sites to be included in the preferred approach consultation. To do this requires the criteria and methodology to be determined before the Preferred Approach consultation begins.

### What are the options?

- produce and consult on an interim evidence base document detailing how the criteria and methodology were devised
- we could consult on it as part of the Preferred Options consultation.

### Question 10

Using the questionnaire which accompanies this paper, please:

1) indicate if you feel that the appropriate Site Identification Issues and Options have been identified.

2) add any further issues, options, comments or observations you have on this section.

## 5. Guidelines for Waste Management Facilities

### Overview of the Issue

- 5.1 It is likely that not all applications for waste management facilities will be on allocated sites. The amount and type of waste to be managed, changes to higher level policy, and technological developments are all likely to occur during the period covered by the JWDPD
- 5.2 It is important for the document to be flexible enough allow applications for waste management developments to be considered on both allocated and appropriate non-allocated sites. This will ensure that the necessary facilities are in place to deal with changing circumstances. This can be achieved through the use of planning policies, including where necessary, specific policies for waste. These policies will be used in assessing applications for waste facilities and developments.
- 5.3 Whilst policies for many issues are included in the Core Strategies of each council, some waste specific policies may also be needed. Some areas that may need including in the JWDPD are:

### Safeguarding sites

#### Overview of the Issue

- 5.4 The completed JWDPD will allocate specific sites to manage the waste apportionments and projections for the joint area. The principle of waste management development on these sites will have been accepted by a Planning Inspector at examination. They should therefore be the first places to look when seeking to develop waste facilities.

#### What are the Options?

- 5.5 The following options could be considered for this policy on safeguarding sites. They are not in any priority order:
  - all allocated sites for the relevant waste management technology concerned should be utilised before applications on non-allocated sites can be approved,
  - non-waste development on allocated sites should be resisted.
  - applications on non-allocated sites can be approved if it can be demonstrated that all allocated sites in the area are unsuitable for the development.

## Landfill Capacity

### Overview of the Issue

**5.6** Landfill is a form of waste management classed as 'disposal'. It is at the bottom of the waste hierarchy. Even with improved reduction, re-use and recycling, there will remain a need to landfill some waste material. As current landfill capacity is limited, there may be a need during the course of the plan for additional landfill capacity. Appendix C outlines the amount of landfill capacity required to 2021.

### What are the Options?

**5.7** In no priority order, the following options could be considered for this policy on landfill capacity:

- Further landfill capacity will only be permitted for the disposal of hazardous waste
- Further landfill capacity will only be permitted for the disposal of hazardous waste and residual waste after all practical forms of waste treatment have been used
- Further landfill capacity will be permitted when existing landfill capacity in the Humber sub-region is insufficient

## Design of Waste Management Facilities

### Overview of the Issue

**5.8** Sustainable design needs to be taken into consideration in all new and expanded waste management facilities.

### What are the Options?

**5.9** Possible sustainable design policies could include:

- Consideration of the use of recycled and secondary materials for construction of the development
- energy efficient design
- on-site generation of electricity from the recovery and treatment of wastes
- the provision of other renewable energy sources

- water efficient design, including where possible water recycling and sustainable drainage measures
- the appropriate management arrangements are in place for waste arisings generated by the development
- reduction in gases associated with adverse climate change

### **Question 11**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you feel that the appropriate topics for waste policies have been identified?
- 2) add any further topic areas you consider should be included, or add any comments or observations you have on this section.

## 6. Large Construction Developments

### Overview of the Issue

**6.1** All large construction development proposals should make efficient use of waste resources and integrate waste management facilities. Since the 6<sup>th</sup> April 2008 in England it has been a legal requirement for all construction projects with an estimated construction cost of over £300,000 to have Site Waste Management Plans. The Government found that Site Waste Management Plans for projects with a value of less than £300,000 were not economically viable, and the cost of producing them would exceed their benefit. Site Waste Management Plans help developers manage site construction waste more effectively, reducing potential harm to the environment and human health.

PPS10 refers to design and layout in new development being able to help secure opportunities for sustainable waste management. Planning authorities should ensure that new developments make sufficient provision for waste management and promote designs and layouts that secure the integration of waste management facilities without adverse impact on the street scene.

### What are the Options?

- 6.2** Below, in no particular order, are some options against which the suitability of large developments in terms of managing waste could be assessed:
- a development's design and layout could allow the effective sorting, recycling of waste. For example within a housing development consideration should be given to kerbside recycling collection systems. This is where householders separate recyclable material for collection at the kerbside and generally require householders to store more than one type of waste container. This needs to be considered in the design of buildings or external storage facilities. Designers should ensure that containers can be left out for collection without blocking the footway or presenting hazards to users
  - the need to ensure that development can be served by appropriate waste collection methods to support recycling systems. The operation of waste collection services should be an integral part of street design and achieved in ways that do not compromise quality of place. British Standards and Building Regulations already provide guidance and recommendations on good waste collections methods

- developments generally need to show the way waste is to be managed and in particular: methods for storing, segregating and collecting waste; the amount of waste storage required, based on collection frequency, and the volume and nature of the waste generated by the development; and the size of anticipated collection vehicles
- the need in developments to provide suitable opportunities for the storage and collection of waste should be a major consideration in the design of buildings, site layouts and individual streets
- the re-use, recycling and recovery of waste can be encouraged by ensuring that there are suitable facilities available within all types of developments to store different types of materials (e.g. glass, paper, plastics, etc)
- developments are expected to integrate or incorporate waste management facilities to minimise, re-use and recycle waste
- wherever possible, access within developments should be adequate and avoid the need for vehicles to undertake unnecessary or difficult manoeuvres
- within large housing developments provision in layouts for recycling points such as 'bring' facilities should be considered. 'Bring' facilities, such as bottle and paper banks, where residents leave material for recycling, need to be in accessible locations, such as close to community buildings, siting away from houses, schools and wildlife sites, and have good lighting. There needs to be enough room for the movement and operation of collection vehicles and designs need to ensure pedestrians are separated from vehicles as much as possible

## Question 12

Using the questionnaire which accompanies this paper, please:

1) indicate if you feel that the appropriate Issues and Options concerning large construction developments have been identified.

2) add any further issues, options, comments or observations you have on this section.

## Developer Contributions

### Overview of the Issue

- 6.3** Currently Section 106 developer contributions can be secured through the granting of planning permission to ensure that large developments provide or contribute to the provision of community infrastructure facilities either on site or within the locality. This could, for example, include the provision of 'bring' site facilities and the upgrade of existing facilities within a housing development. However the use of Section 106s in this way is to be scaled back from 2014.
- 6.4** Using Section 106 agreements Hull City Council currently seeks the following contributions from residential developments towards waste management facilities.

Proposed use	Facility	Anticipated contribution (commuted sum)
Single residential unit	Recycling Bin	£30
Dwellings 16-50	Small community recycling facility (7x360 litre containers)	£3,500
Dwellings 51-500	Large Community recycling facility (7x1100litre containers)	£5,000

**Table 6.1**

- 6.5** The CIL will allow Hull and East Riding Councils to set up their own charging schedules to secure planning contributions from developers towards an agreed list of priority strategic infrastructure projects which will benefit the areas. Such schemes will be subject to public consultation and scrutinised by an independent examiner.
- 6.6** Indications of what infrastructure priorities are likely to be for each council are provided by their core strategies. For Hull, its Core Strategy states that priorities for CIL planning contributions will be on City Centre public realm, improving open space provision, and other environmental improvements. At consultation events on the East Riding Core strategy, people chose flood defences and transport infrastructure improvements to be the greatest priorities for developer contributions.

## 6.7 What are the options?

- Should waste management facilities infrastructure be a consideration for developer contributions?

### **Question 13**

Using the questionnaire which accompanies this paper, please indicate comments or observations you have on this section.

## 7. Delivery

### Overview of the Issue

- 7.1** It is essential to ensure the JWDPD is delivering its objectives, and if not, to highlight actions required to achieve them. The monitoring the delivery of the JWDPD will be through each Council's Annual Monitoring Report (AMR).
- 7.2** Many waste indicators relevant to the JWDPD are already monitored within both Councils as part of the management of municipal waste. Indicators for commercial and industrial waste are monitored by the Environment Agency.
- 7.3** The National Waste Strategy for England 2007 contains the latest Government policy on waste. It sets out new targets and actions which the JWDPD should have regard to. The joint area needs to contribute towards meeting the national target to reduce greenhouse emissions from waste management by at least 9.3 million tonnes carbon dioxide equivalent per year by 2020 compared to 2006/7. It has an aspiration to reduce the amount of household waste not re-used, recycled or composted to 14.3 million tonnes in 2015 and 12.2 million tonnes in 2020.
- 7.4** We must meet higher national targets for the re-use, recycling, and composting of household waste to at least 45% by 2015, and 50% by 2020, and also meet new national targets for the recovery of municipal waste of 67% by 2015, and 75% by 2020
- 7.5** We have to meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2013 and 2020.

### What are the Options?

- 7.6** In order to monitor aspects of the JWDPD not covered by the above indicators, it is necessary to consider further indicator options. The JWDPD could consider the indicators for the following sources
- 7.7** The Annual Monitoring Report which currently monitors
- The capacity of new facilities.
  - Waste arisings.
- 7.8** The Sustainable Joint Waste Management Strategy is under review, and when complete will include targets for the development of specific waste facilities.

### **Question 14**

Using the questionnaire which accompanies this paper, please:

- 1) indicate if you are you happy that the appropriate Delivery Options have been identified.
- 2) add any further issues, options, comments or observations you have on this section.